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ABSTRACT

This document on the history of the Scottish Institute of Adult and Continuing Education (SIACE) includes seven papers as follows: "Preface" (E. Gerver); "The Beginnings 1949-1957" (J. Inglis); "The Institute under Tom Landsborough 1957-1971" (J. Inglis); "The Lean and Hungry Years 1971-1978" (J. Inglis); "Diversification and Change 1978-1983" (A. Cooke); "Challenge, Consolidation and Development 1983-1988" (A. Inglis); and "Conclusion" (D. Robertson). Appendix A lists the members of the 1949 SIAE Council, and Appendix B lists the members of the 1988-1989 SIACE Executive Committee. (CML)

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PULLING TOGETHER IN ADULT EDUCATION

A History of the Scottish Institute of Adult and Continuing Education

1949—1989

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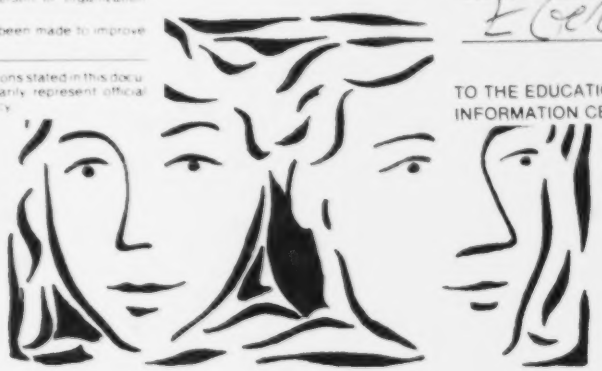

James Inglis Anthony Cooke Alex Inglis

SIACE
Scottish Institute of Adult and Continuing Education

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Pulling Together in Adult Education

A History of the Scottish Institute of Adult and Continuing Education
1949-1989

James Inglis • Anthony Cooke • Alex Inglis

Scottish Institute Of Adult and Continuing Education
1989

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PREFACE

The Scottish Institute of Adult and Continuing Education is the major Scottish voluntary organisation which aims to advance education amongst adult members of the community and to co-ordinate the efforts of organisations, institutions and individuals engaged in attaining that aim. This history of its first forty years has been written to celebrate the survival and development of this ideal through four decades.

The material which follows has been written by three individuals who have each played an important part in the events which they have carefully described and analysed. James Inglis has been a member of the Council of SIACE from its beginning as the Scottish Institute of Adult Education in 1949 and has served in many capacities, including as president in 1980. Anthony Cooke has been a member of the executive committee since 1985; he edited the **Scottish Journal of Adult Education** during the formative period from 1975 to 1985, and he has convened a number of important committees, including the current standing committee on publications and research. Alex Inglis has been a member of the executive committee since 1982 and served as its convener from 1983 to 1986. All three authors thus bring the authority of personal recollection to bear on the diverse sources at their disposal.

Diverse is perhaps too generous a term for the condition of many of the sources with which the authors have had to contend: disparate and even desperate might be more accurate. For the earlier years, the richest sources were the SIAE **Journals** and **Year books**, while for later years the **Journals** and annual reports, as well as minutes of Council meetings provided invaluable material. None of these documents, however, was designed as an historical source, and they have presented a partial and uneven picture.

Minutes of committees have been a valuable additional source, but their storage over the years presented serious problems. The box files in which unsorted minutes were scattered also contained scraps of paper referring to arrangements for meeting places, personal letters, bills for coffee and biscuits, problems about expenses, arrangements for music at conferences, requests for articles - all of which provided amusing and

often instructive insight into the running of SIAE in its early years, but at a quite disproportionate cost in time to James Inglis. Anthony Cooke also found that much of his source material was very badly arranged, with vital pieces often missing, despite the many hours which Dr William Hutchison had spent in trying to disentangle significant evidence from trivia.

That the authors have derived from all this material the meaning, vitality and humanity which has informed the development of SIAE represents a major achievement. The result stands as a significant tribute to their commitment to SIACE and what it has tried to do in Scotland over the past forty years.

SIACE has changed in many ways since 1949. As well as the founding members amongst the local authorities, the universities and the WEA, its members now include a wide range of other providers of adult and continuing education in Scotland, such as the central institutions, broadcasters, further education colleges, trade unions, national agencies, colleges of education, community schools and a wide range of voluntary bodies. Compared with those involved in SIAE in 1949, individuals at events and on committees are now much more evenly balanced between men and women: indeed, numbers at the 1988 annual conference were so evenly balanced between both sexes that we held a ceilidh!

The nature of SIACE activities has also changed significantly. It now includes a much broader range of interests in both formal and non-formal adult education as well as a substantial commitment to research and development activities as a basis for offering advice about future directions for adult learning in Scotland. The sources of its funding have altered dramatically, as income received for research and development projects and income raised from conferences and publications form an increasingly large proportion of its funds. Financial support from the Scottish Education Department, what is now the Training Agency, and the British Council has also played a crucial role in enabling SIACE to develop and to thrive.

Throughout all these changes, the commitment of SIACE to promoting adult learning in Scotland remains undiminished. Nearly all of the issues so important in the earlier years of SIAE remain high on its current agenda: the promotion of new methods in adult education, the desire to attract to adult learning groups which traditionally rarely participate, the drive to provide accurate information about developments in adult education across Scotland as a whole, the concern about adult access, and, alas, the pressures created by inadequate public funding - all remain today.

Perhaps more importantly, SIACE remains now, as it was forty years ago, a national membership organisation. As this account shows, its members have not always worked harmoniously with one another; indeed, they have often had conflicting interests and ambitions. That, despite these pressures, SIACE has continued for forty years to keep its original members and to attract new organisations is a tribute both to the strength of its vision of enlarging the possibilities for adult learning and to the commitment of the thousands of adult educators, administrators and students who have supported SIACE over four decades. We gratefully acknowledge their contributions, together with the generous gift of time and thought which has gone into the preparation of this account. We should also like warmly to thank Elizabeth Campbell and Claire Davies, who have patiently and carefully wordprocessed the many stages of this project.

Elisabeth Gerver
May, 1989

CHAPTER I
The Beginnings 1949-1957

James Inglis

In April 1928, in Moray House, Edinburgh, under the chairmanship of Sir James Irvine, a resolution, moved by Lord Haldane and seconded by Sir Donald MacAllister established the autonomous Scottish Branch of the British Institute of Adult Education. Twenty-one years later, in October 1949, in Dunblane Hydro, a resolution passed by the Annual General Meeting of the Scottish Branch of the BIAE formally dissolved the Branch and simultaneously brought into being its successor, the Scottish Institute of Adult Education.*

For some years many members of the Scottish branch had felt that the relationship with the BIAE was unsatisfactory. The annual subscription produced little response and the attitude of the English body is well reflected in a historical memoir written by Edward Hutchinson, its secretary, in which not only is the Scottish branch not mentioned but even the word Scotland does not occur.

It was, however, English events which precipitated the separation. The Ministry of Education had felt, after the passing of the Education Act of 1944, that the local education authorities, having been given increased responsibilities for adult education, needed information and guidance and a body which would facilitate co-operation between them and voluntary organisations in the field. It therefore had set up in 1946 the National Foundation for Adult Education. Edward Hutchinson, the secretary of the latter, says that it soon became apparent to him that there was not room for both the National Foundation and the British Institute. When, therefore, these two were merged in 1949 as the National Institute of Adult Education, the Scottish Branch, as Hutchinson says, was left out on a limb, its parent body dissolved.

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* Scottish Adult Education No 1, (1951) p. 2 "The Birth of the Scottish Institute", by J. C. Hatch.

The great question was, could Scotland finance a Scottish Institute? John Hatch says the deciding factor was "the degree of enthusiasm shown by the local authorities, who would have to bear most of the expense, and to whom the service of an Institute would be most important". True enough in its way, but the enthusiasm was in fact shown by a group of directors of education prominent among whom were John S McEwan of Lanarkshire (whose predecessor Dr W A F Hepburn had been a strong supporter of the Scottish branch), John Crawford of Renfrewshire, Colonel Jamieson of Peebleshire, J D Collins of Dundee and A C Marshall of Clackmannanshire. It would be impossible to exaggerate the importance of the directors of education in the formation of the Scottish Institute on its financial side. The Association of Directors continued for many years to throw its weight behind the Institute, sending to its Council its own most distinguished members who mustered the support of their conveners (some as members of Council, others attending the annual conference) and secured in their authorities agreement to the financial levy on which the Scottish Institute depended. One result of their efforts was that most local authorities became members of the new organisation in its first year.

The first annual conference of the Institute was opened at Peebles in November 1950 by the Under Secretary of State and set a pattern which was to be followed for many years. After addresses by Professor Neville George (Glasgow University Extra-Mural Committee) and Dr Douglas McIntosh (Director of Education in Fife) conference divided into discussion groups, concluding with a plenary session. There was thus provided a forum in which could meet and exchange views and knowledge the universities, the education authorities, and the voluntary bodies. It should be stressed that in those early years the Council and conference of the Institute achieved a very high level of representation. It was most ably - if paternally - led by Sir Hector Hetherington, Principal of Glasgow University, who was so convinced of the importance of adult education that he chaired the University's Extra-Mural Committee for many years. Its Vice-Chairmen were Lord Greenhill of the WEA, Principal T M Taylor of Aberdeen, and Mr A C Marshall, director of education for Clackmannan. Conference was always attended by a number of university principals and professors,

directors of education and conveners, extra-mural directors and tutors, church representatives, and voluntary bodies.

This first conference took decisions appropriate to the importance of its constituency. It asked for a bulletin to provide information and as a result the first issue of **Scottish Adult Education** (to be published three times a year) appeared in March 1951. It provided for smaller regional conferences.It recognised a responsibility to help tutors in studying new techniques.Those familiar with the work of the Institute today will readily acknowledge the continuity of that pattern and those commitments.

The most important decision, however, was to ask W D Ritchie, recently retired Director of Education for Selkirkshire, to become Honorary Secretary and Treasurer from January 1951. The writer of the Advisory Council's Report on Primary Education 1946 (widely admired for its skills in presentation and comeliness of language) was respected over the whole country for his knowledge, his experience, his staunchness, and his sense of humour, and was to need and use these well in the service of the Institute for many years. In his first article in this first issue of the journal he draws attention to the four articles on the work of the Extra-Mural Committees, noting that:

> members of Extra-Mural Committees and of the constituent bodies concerned have from time to time wanted to know how the other Extra-Mural Committees are constituted and what are their powers, their procedure, and their financial resources; and no satisfactory reply has been immediately available. Such information is now given authoritatively and collectively for the first time in these pages; and it will be our policy in future to give up-to-date information from each area that may be of interest and value to the others.

Thus did the Secretary begin to implement the first decision of the first annual conference.

But he also lent his weight to the new thrust of the 1950 conference towards more provision for those who were unlikely to do three-year

courses of serious advanced study of a single subject. Accepting the value of the usual twenty-or ten-week courses he went on to list some "new methods" including the provision of classes to established societies, week-end schools, educational excursions, "local studies such as those associated with the Airdrie Experiment"*, Arts Clubs, afternoon talks and discussions for women. While even in 1951 not all of these would have appeared "new" to everyone, there were many in education to whom all of them were new, and it was well into the seventies before some of them truly began to grow. So quickly then did the young Institute show its willingness to point its membership towards the future. Sadly, one must add, so slowly did the membership respond.

The whole issue of university standards, the dominance of the three-year tutorial class, the challenge of elitism, the demand for education for all, created fierce discussion in the early conferences of the Scottish Institute. In 1951 two speakers saw the necessity to challenge the established view. At Inverness Professor John Macmurray said that adult education had taken over "university methods, the lecture system, which is the worst side of university education. It takes much enthusiasm and courage in adult education students to stick to this method. It is not a good tradition: we have to rethink it before we can have any success on a large scale." At Peebles Dr W P Alexander, a Scot from Paisley who was then Secretary of the Association of Education Committees of England, Wales and Northern Ireland, saw a parallel between the developing diversity of approach in secondary education and the need for similar diversity in adult education.

> In adult education the three-year tutorial class corresponds to the academic type of secondary education. It is important, and its importance should not be underestimated, though the numbers attending will

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* In the dying moments of the Army Bureau of Current Affairs, John S McEwan was asked to mount an experiment in community development. Airdrie was chosen as a place "to get to know itself". Under D G O'Keefe, various groups were set up and in 1954 "The Book of Airdrie, a corporate picture of life in a Scottish burgh" was published.

> always be limited.... Adult education for all is the main educational problem for the next fifty years; it must be as varied as the people it is designed to serve.... Wherever people are gathered together is an opportunity for adult education. We shall kill it if we are concerned only with university standards for which no more than fifteen per cent are suitable. (SAE No 3 pp 6-7).

In his vote of thanks to Dr Alexander, Sir Hector Hetherington demurred. As he understood it, the academic idea was concerned with the recognition and attainment of quality and the achievement of a cultivated sensitivity. It meant the improvement of taste and of the standard of judgement in all employments and enjoyments. The W R Is were doing something academic when they were improving the quality of a familiar accomplishment, even the baking of scones. Such a novel definition of the academic hardly sharpened the distinctions involved in the debate and when he extended it to the judgement between good and bad beer, there was some hilarity. One member said, "If this is a new field of education we're far advanced in 'The Angler's Rest' and fit for doctorates in the new faculty".

A week-end school for thirty-five adult tutors in September 1952 reported as its main conclusion that "adult education should be regarded as something of value to all sections of the community with the universities catering for the more intellectual. The tutorial class should be regarded as the main form of university provision." Some participants pointed out that good standards could be achieved in sessional classes and that length of time should not be identified with quality. But the opposition was half-hearted "at the same time it was recognised, other things being equal, that there was much to be said in favour of continuous study made possible by the tutorial-class arrangement, and everything was being done to increase the number of these classes." If you are a cautious academic there is much to be said for phrases like "there is much to be said", "at the same time", and "other things being equal". (S A E No 6, p. 28).

Sir Hector Hetherington had no need or taste for these compromised phrases. In his speech "Objectives in Education" to the 1953 conference he made his points sharply and clearly, without cakes and ale:

> So I come to my final topic of adult education, in the classical sense of that term, the liberal education of a self-chosen elite. The differential of adult education in this sense is its emphasis on intellectual standards and achievement. I do not mean that aesthetic interests, whether literary or artistic, have no place in adult education. But even here, the emphasis is on the intellectual content and on the intellectual approach. The intention is better stated not as appreciation or enjoyment: but as criticism, the act of intellectual judgement, and the characteristic instrument of this type of education is the tutorial class - the class which presupposes some preparatory experience, and the willing acceptance of the obligation to work seriously and consistently, and to participate by speech and writing in the common study of the group. (SAE No 9, pp. 8-9)

Sir Hector was a very humane philosopher and educationist and in many ways a liberal one, but this breathtaking dismissal of the arts shook a large number of delegates. Having entered my dissent rather forcefully I was asked by the editor to write in the next issue. Referring to the above I said:

> With what paternal benignity that deals with those harmless infants, the aesthetic interests. And how strangely it happens that their grown-up brothers - so much more interesting to a father - should be criticism and the act of judgement. The eggs have been laying hens. Is it possible that the universities are suspicious of the creative activities in which they have no aptitude and in which they do not know those standards which they properly see as the hallmarks of the tutorial class? O alma mater, be more trustful of your children. Remember their hearts and hands as well as their heads. And if you find this

> difficult, ask yourself what their critical faculties will have to work on if they are not encouraged to create something in this dangerously infertile land of Scotland today.

After references to two other addresses at the conference I concluded:

> I trust that a future conference* will discuss the place of creative activities - not classes in appreciation and criticism - in adult education, and the place of those classes which instead of talking about theories, busy themselves with adjusting people to life, including economics and politics and science: classes, one might say, in creative philosophy. (SAE No 10, pp. 6 & 7)

What was it, in those early years, that a large section of the Institute wanted to add to academic, tutorial studies at or near university level? In one sense it did not know; it wanted to offer its services to what it called for a time "the 85%" who could not be expected to reach tutorial class level but also to experiment to find out what could best be done in that area. In SAE No 1 W D Ritchie wrote: "It was felt that adult education was not the privilege of the few but the right of the many: and that the Institute should devise the best ways of extending adult education in variety and ideas as well as in the numbers benefiting from it."

He mentioned with approval ongoing work "in (1) the provision of classes or lectures to members of social or cultural societies (2) week-end schools (3) educational excursions (4) local studies (5) Art Clubs (6) afternoon talks and discussions for women (7) BBC listening and discussion groups and (8) Residential Summer Schools abroad.

So the Institute in its conferences and journal continued to draw attention to new developments wherever they occurred, and to urge education authorities to experiment with them. These included interesting new

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* In 1956 I had my wish, and a memorable conference it was.

courses like a "Review of the Past Century" at Jedburgh, the appointment of resident tutors in the counties by Glasgow University, the innovative "Family" and Festival Summer Schools of the WEA, and steady support for the much neglected scientific studies. Scottish studies and local studies (including archaeology) were fostered by frequent detailed references in the journal and in discussion in conferences. These observations and a competition for a model syllabus in 1954 may suggest an over-concentration on seeking new areas of study, but the improvement of methods was a recurrent topic at conferences and there were articles on this such as "Talk and Chalk-Plus" by James Hossack in SAE No 15.

Esmond Wright (later Professor Wright), whom I once heard ruefully comment on his inability to use a blackboard, was one of those who were distressed by the lowering of standards caused by new subjects and methods. A lecturer in history, he was truly interested only in the teaching of his subject and found the West of Scotland "allergic" to "straight" history which he saw as dependent on the scholarly disciplines of chronology and sources. He regarded it as one of the least "discussable" subjects because "facts as such are non-controversial." Driven to teach international affairs or current affairs he deplored these as non-university subjects involving "continuous preparation often at a journalistic level." The fact that (a) it had been "an invigorating experience"; (b) it had "quickened his social awareness"; (c) it had been "on the personal side a warm and enriching activity" did not reconcile him to the undermining of "the standards to which the university has held over the centuries."

His article "Agony and Re-Appraisal" in SAE No 14 is a near-classical statement of a problem which belongs more in the heart and mind of the tutor than in the adult education field. Esmond was a very popular and successful tutor who gave his adult students the same quality of experience as they gave him - invigorating, quickening social awareness, socially enriching - and also something they could not give him, an intellectual stimulus. So he gave up his adult work, a better decision than boring oneself and despising one's students. But there have been tutors, even in history, who have coaxed out of their students the intellectual stimulus that every tutor needs. As the Institute

repeatedly said, however, there are not large numbers of them, and they need to be trained.

At this point it would be advantageous to interrupt our chronological progress to give some account of Newbattle Abbey College and the major problem of student fees, in both of which areas the Institute played an important role.

Newbattle Abbey and residential adult education

Newbattle Abbey College opened in October 1950 with seventeen students and Edwin Muir as Warden. W D Ritchie claimed (in SAE No 1) a significant role for the Institute in this event and in the continuing problems of residential adult education in Scotland:

> While Newbattle Abbey College has its own staff and representative governing body, the welfare and policy of the only residential college for adult education in Scotland must be the concern of all adult education bodies in Scotland. For these, the Scottish Institute provides a common annual meeting place and platform for free and unofficial discussion.

Though our business is not with the history of Newbattle, it will clearly be desirable to indicate from time to time the very formative and helpful role which the Institute has tried to fill, against a background of multifarious difficulties, financial, administrative, and personal, right up to the present time.

Its most public service to Newbattle was SAE itself with its opportunity to the warden, staff, and students to write articles, and its regular reports on the progress of the College. The College did not attract enough students to make it viable, especially as the building, not designed for the purpose, was difficult to run. Discussions with the Association of Directors of Education in 1952 suggested that there might be "a very considerable demand" for short-term residential courses. While this was being thought about the National Coal Board asked for accommodation for one-week courses for its managers. The Institute welcomed this as an experiment in the provision of short courses and

during the summer its Secretary visited a number of short-term adult education colleges in England to prepare an account of this development for the 1952 conference. I think it is fair to say that most members of conference were taken aback by his description of the very varied work done in 11 of the 20 or so colleges in England while Scotland had not one. He provided conference with a very valuable account of the organisation, staffing, working, and financing of these institutions, and this was made the basis of discussion in the groups. Conference was obviously wary of setting up short-term colleges while support for Newbattle was so weak, and repeatedly confirmed its faith in long-term residential education. Ken Wood, the College Bursar, attending his first conference, was surprised ("chuffed" was not then in vogue) at the warmth of interest in and support for the College, considering how little publicity and encouragement it generally received. So, though few were opposed to short-term courses, there was little serious discussion of short-term colleges, despite the Secretary's enthusiasm. It is not wholly surprising, therefore, that early in 1953 the Governors of Newbattle decided to confine the National Coal Board's courses to the autumn and summer terms and to provide their own short-term courses on a wide variety of subjects, the first to be ready for spring term 1954. The powerful influence of the whole tone and atmosphere of the Institute's conference (even though not encapsulated in a resolution) could not have been more swiftly or effectively demonstrated.

The first report on the new courses appeared in SAE No 16, April 1956, by which time W B de Bear Nicol had succeeded Edwin Muir as Warden. Two kinds of courses had been offered during the winter and spring terms, one for the general public, the other for industry. A modest success had been achieved in both areas, but more especially in the latter. The Warden was able to use this report to appeal for support to members and officers of education authorities.

Fees

In Session 1950-51 Edinburgh EMC (J Hossack) reported: "A disquieting feature of adult education in the area during the past year has been the action of several education committees in increasing the class fees, in some cases very considerably ... Where the increase was great, eg 10/-

for ten lectures, the enrolments dropped considerably." [SAE No 2, p. 12]. The conference of 1951 asked the Honorary Secretary to enquire into variations in fees and having done so he sent a summary of the scales of fees in each area to all education authorities. "Though hardly any two authorities have the same scheme, there emerges a tendency to converge around a fee of 5/- for a ten-weeks' class and 10/- for one of 20 weeks". [SAE No 4, p. 9].

The Council of the Institute instructed the Honorary Secretary to write to J Henderson Stewart, Under-Secretary of State, expressing its "regret and alarm". In doing so he explained that the government had asked the education authorities to cut expenditure. Since two-thirds of the expenditure (on teachers' salaries) could not be cut, "It is therefore not difficult to understand that further education formed a tempting target for economy, and as there was even in this limited area an injunction not to curtail vocational facilities, a good deal of the attention of education committees was naturally concentrated on adult education" [letter to Under-Secretary, 22 May 1952].

Henderson Stewart replied: "We are aiming at a level of fees not so low as to involve undue calls on public funds and not so high as to discourage potential students. We are at the same time seeking to ensure that there is no great disparity between authorities. "Speaking at the conference in November he reiterated this view and gave his approval to fees of 5/- for 10 and 10/- for 20 lectures. He also promised "the full-blooded support of Her Majesty's Government" for "some grand things that are in our minds" that have had to be postponed in "the present emergency".

Unfortunately the "present emergency" has never truly ceased for adult education and while Mr Henderson Stewart's support was helpful in the matter of fees for a while, the government's full-blooded support never came to anything. Instead, in 1956 we had Circular 332. W D Ritchie's well-informed, critical comments on this in SAE No 17, pp. 5-8 reveal how the Institute, so diplomatic in its handling of Henderson Stewart when there was something to be gained by diplomacy, did not hesitate in those days to speak with a bold, clear voice in defence of

adult education. The article bears extensive quotation, especially as its analysis seems to apply fairly accurately to our situation today.

Mr Ritchie begins by pointing out that a circular does not have the authority of a statutory instrument but that the system of percentage grants allows government departments to scrutinise expenditure and, if dissatisfied, to reduce the grant. [At the time this was merely a hidden menace: in 1986 we became familiar with the wielding of a Departmental axe against the university extra-mural departments without even the courtesy of a circular].

> The origin of Circular 332 is political and its purpose financial: it is not an educational circular, though it has educational repercussions. It is a dictated circular: dictated by the Government to the Secretary of State and by him through the Scottish Education Department to the local authorities. The Minister of Education and the Secretary of State for Scotland have been informed that they must make "economies" in education such as are being made in other Government services. Knowing as we do how much the Scottish Education Department has done for Scottish education, and how much they have had at heart the schemes for further education called for in the 1945 Act, we cannot suppose that the writing of this circular has given them any pleasure or even satisfaction. They have been told bluntly that they must find money somewhere and in trying to find it they have obviously collaborated with Big Brother of the Ministry of Education.

Ritchie attacks the use of the word "economies", pointing out that rising costs on salaries, wages, building, account for the vast bulk of educational expenditure. "What is meant is not economy but the curtailment by administrative action of educational provisions, formerly thought to be important, for the purpose of reducing the national budget". Since it is politically impossible to lower the school leaving age or raise the age of entry, further education seemed the only thing to cut however derisory such savings may be. "Further education is being victimised not so much for its demerits but because it is a

voluntary activity, because in the words of Samuel Butler it does not appear to live 'in any odour of defencefulness'".

> In any case this constant nagging about further education fees is becoming an obsession. This is the third circular on the subject - each time on the occasion of one of their financial crises which seem to be becoming a normal feature of our national life. We do not know what national disaster was averted by the request to raise fees in 1949 and 1952; but it will not "save the pound" in 1956; nor will it be of the slightest financial significance if it reappears in 1959, 1962 and 1966 ... There is no sign whatever of fundamental and constructive thinking about further education. On the other hand there is an appeal to prejudice ... The word "recreational" occupied an honoured place in the 1945 Act; now "purely recreational" is used as a term of relative disparagement.
>
> From the Central Authority we can surely hope for a more encouraging and helpful attitude which should put the question of class fees into the very minor position it ought to occupy.

Circular 358 of 16 April 1957 was also an instruction about fees issued without consultation and demanding schemes for fees (within very restricted limits) by 31 May. Ritchie was able to say however:

> We can congratulate the Secretary of State on the substance of paragraph 3 which shows a flexibility of mind absent from the previous circular, and some responsiveness to representations made. In particular we express our pleasure at the recognition of the existence of adult education, and appreciation of the concessions made in paragraph 3(d) that "Fees for adult education should not be fixed at a level substantially higher than that suggested merely because the classes are expensive to provide".

It is not surprising that Edward Hutchinson, Secretary of the National Institute, envied W D, as he was always known, "the scorpion lash he could uncurl for the flanks of the pacemaker in the coach of government in its occasional economic strunts". But alas, this was the last time he was to uncurl the lash on our behalf, for at the annual meeting of November 1957 W D Ritchie, OBE, Honorary Secretary and Treasurer and Editor of the **Journal** resigned.

W D inspired in everyone affection and respect. A teacher of English who became director of education for Selkirkshire, he had been interested in adult education all his life in the most practical ways. Not only had be been a tutor in literature but he had in 1921 collaborated with Herbert Highton, the first Organiser for Scotland of the WEA, in setting up the first WEA class in Selkirk and the first WEA Branch. He was an early delegate to the Scottish Branch of the British Institute and represented it in the negotiations leading to the opening of Newbattle Abbey. He was nominated as one of the original Governors of the College by the Association of Directors of Education and remained one throughout his secretaryship of the Scottish Institute. Part of his value to the Institute lay in his being so widely known, for example through his work in broadcasting and his membership of the Advisory Council on Education in Scotland. The infant Institute owed an enormous debt to both his paternalism (which could on occasion be irksome) and his paternal affection which nursed and nurtured.

Sources for Chapter I

Scottish Adult Education
Minutes and Annual Reports of the Institute

A letter to the author from Edward Hutchinson, former secretary of the National Institute.

Aims and Action in Adult Education, NIACE, April 1971

CHAPTER II
The Institute under Tom Landsborough
1957-1971
James Inglis

Back in November 1955 a special sub-committee composed of Principal Hetherington, J S McEwan, Professor A D Ritchie, James Hossack, and W D Ritchie had been appointed to consider the succession to the Secretaryship.Three "candidates" were considered - A E Marshall, director of education in Clackmannanshire; Tom Landsborough, Director in Sutherland; and Farquhar Gillanders of Glasgow University EMC who had been so successful in Dumfries.Not surprisingly the matter took time. The Institute still had no money to pay for a Secretary so that, embarrassingly, all three had to be asked if they were willing to do the job for nothing, before their candidature could be discussed. Hetherington supported and secured clearance for Gillanders but was ultimately persuaded that the old rivalries and suspicions would make this too much for Edinburgh to swallow, and in the end, October 1957, Tom Landsborough was presented as sole nominee to the Council, a decision made more attractive by Tom's succeeding A E Marshall at Alloa. In February he formally took over from Ritchie.

It was a happy choice which no-one ever had reason to regret, except, perhaps, Tom himself whose health undoubtedly suffered from the overwork he inflicted upon himself. He had earlier been involved in youth and community work, and had been active in the Institute for some years where he had established a friendship with Ritchie which was valuable to himself and the Institute.Ritchie continued to be active as a vice-president, and, living in Galashiels, where the journal was printed, gave useful practical help. The files of the Institute bear witness to more than that: as long as Ritchie lived the two were in regular communication over all aspects of the Institute's work with W D (as Tom always addressed him, even in correspondence) not only supplying information and guidance, but undertaking various commissions in the way of attending meetings and conferences and seeing people. It was a splendid piece of collaboration which meant that the Institute moved through the change of secretary, as Tom might have said, sotto voce. The lash of W D's tongue may have been lost but it had

been replaced, not by submissiveness, but by an irony at times gently comic, at times sharply dismissive of the untenable and even of the unacceptable. The fused, different, but equally successful work of these two reminds me, rather strangely, of the seamless continuity achieved by Sir Henry Craik and Sir John Struthers in the early history of the Scottish Education Department.

Financing the Institute

This is perhaps as good a time as any to clarify our various oblique references to the Institute's finances. During its first year its income was less than £300 and its only employee was a part-time clerical assistant, but during that year the Counties of Cities Association and the Association of County Councils in Scotland recommended membership of the Institute to their constituent members. The Department intimated that contributions made to the Institute by local authorities would be approved under Section 25(b) of the Education (Scotland) Act 1946 and would be taken into account for purposes of grant. The result was that most of the local authorities joined at the agreed rate of $^1/_8$ of a penny per school pupil, a calculation which, however irrelevant to adult education, was regarded as the fairest way of measuring the responsibility of the different authorities. Glasgow and Edinburgh universities paid 15 guineas, the other two 10 guineas. The larger (richer) voluntary organisations paid 10 guineas, the smaller 3 guineas, while individuals paid $^1/_2$ guinea. In 1957-58, the year in which Tom succeeded W D, the LEA's contribution was £434.8.4d, other bodies contributed £46.4.0d and the Secretary's honorarium and expenses amounted to £347.13.2d. Despite this there was in the bank £1678 and it was reported to the AGM that income was likely to exceed expenditure by over £200 (Tom was to accept no honorarium) and the Finance Committee was asked to determine how much might be spent on "increasing missionary work". In 1959 however this suggestion was not approved.

What was giving more concern to the Institute in 1959 was the introduction of a new grant formula for educational expenditure in May. At a meeting of Council in February it had been felt that:

as there were no readily acceptable standards as to the scale of provision to be expected of any local education authority in the matter of adult education, a great deal of missionary work might require to be undertaken by the Institute including possibly direct representation to individual local education authorities. These representations might, for example, be concerned with scales of students' fees which, under the new arrangements, were clearly a matter of local responsibility.

The SED was to be asked to receive a deputation which it did on 9 September, the deputation having been given the following guidelines:

i) It should "seek to ascertain what standards of over-all provision by an Authority the Department had developed in this matter and how it was proposed to encourage the general attainment of these standards".

ii) Recognising the role of the Inspectorate "in any Departmental drive (an admirable example of Landsborough irony) for the progressive improvement of the range and quality of adult education", "the deputation should accordingly ask whether consideration could be given to the possibility of appointing to the Inspectorate someone with a specialised knowledge and recognised enthusiasm for adult education".

iii) They should enquire as to the extent to which authorities were making proposals for youth and adult wings in school building as recent circulars had authorised them to do. They should also "press for the official encouragement of authorities to provide ad hoc adult education centres in the cities and larger towns."

iv) They should "express appreciation of the Department's practice in making specific reference to 'adult education' in certain of their circulars and memoranda and should press for an extension of this practice".

v) They should seek "the establishment of regular machinery for the consultation of the Institute by the Department on all matters concerning the formal and informal education of adults."

The report of this meeting to Council noted that: "The deputation had had a very good hearing, there had been fruitful discussion and it was reasonable to expect that the meeting would come to have considerable importance for the future of adult education in Scotland."

I don't think any member of the deputation, including myself, really believed that, but such expressions are designed to move the other side to feel uncomfortable if it makes no response. Some minor concessions were made: the Department continued to give a slightly higher profile to adult education in its publications (though without, to this day, distinguishing it from further education in grant regulations); it made some gestures of consulting with the Institute (but without establishing regular machinery); it took till January 1961 to appoint an HMI, G J Brown, as an assessor. But in October of that year Brown was replaced by Dr Alex Law by J S Brunton HMSCI hoped that "as a result of his presence and of the new arrangements which are being made, it will be possible to take a good deal more account of adult education in the future than has been possible in the past". (Letter to the Secretary, 11/10/61). While Alex Law was not the specialist in adult education that had been sought, and while no miraculous flowering of Departmental interest or activity appeared, he was keenly interested and showed it by his friendly and helpful participation in the Institute throughout his period in office.

On accommodation, the Department left the Institute to gather the information for itself. Fortunately the Honorary Secretary secured returns to a questionnaire on accommodation for adult education classes from all Scottish local education authorities. For those interested in the details his 'Summary of Returns' is reproduced in Ian Bryant's "Radicals and Respectables" published by the Institute in 1984. Here we need only note its more remarkable revelations: education authority provision for adult education was mainly in classrooms; even in new schools only 7 out of 35 authorities had provided special accommodation and only 6 had taken a decision to do so in the future;

very few facilities for tea and light refreshments were available; even in community centres little provision was made for adult education in comfortable surroundings.

New Initiatives

It was during 1959 also that Lord Greenhill became Chairman of the Institute in succession to Professor A D Ritchie. The Journal commented:

> His untiring work for the WEA in Scotland, his vigorous chairmanship of the Executive Committee of the Governors of Newbattle Abbey College and his distinctive contribution, for many years, to the work of the Institute as its senior Vice-Chairman fit him particularly well for the onerous position that he has now been prevailed upon to accept." (SAE No 27, p. 3).

Nevertheless - and it is a significant part of the Institute's history - these eminent qualifications, and the collaboration of the two men on Glasgow University Extra-Mural Committee and the West of Scotland Joint Committee, had not made him acceptable to Sir Hector Hetherington. He wanted an academic, and it was only when he realised that the only possible academic candidates would result in the usual east-west antagonism and that in any case their services in the Institute scarcely justified their candidature, that he very grudgingly accepted Greenhill. But he reminded the Honorary Secretary, and insisted on Greenhill's being told, that the appointment was for only one year!

Meantime Tom Landsborough was pursuing his duties with great vigour: speaking at conferences, visiting all the directors and deputes responsible for adult education in the LEAs, attending English and international conferences, organising conferences at home, so that after a couple of years he felt he had filled the gaps in his knowledge of the field. The view he achieved and his own activity left him dissatisfied. He felt that the Institute, partly through its own achievements, was running out of steam, and that "a fresh impetus" was needed. He proposed a sub-committee on Policy and Development and

in May 1962 the Council of the Institute received its report and recommendations. It began by noting what the Institute had achieved:

- improved relations with the Scottish Education Department;
- the completion of Extra-Mural Department coverage, with the establishment at St Andrews imminent;
- the affiliation and ready co-operation of every education authority; the success of "Scottish Adult Education" at home and abroad;
- liaison with voluntary organisations;
- conferences and surveys.

It then set three new main objectives for the Institute:

(a) The encouragement of universities, education authorities, and all in the field to set up short-term residential colleges;

(b) Representation to trade unions on the need to provide liberal education for their members;

(c) Representation to colleges of education that student teachers should be informed about adult education and encouraged to participate at all levels.

In relation to the last of these Institute speakers were allowed by the colleges to address students each year, Tom Landsborough doing most of this work himself.

The reason for the intensification of interest in the trade unions was that at this time the TUC was engaged in a large-scale investigation into TU education with a view to designing new better-integrated provision. The April 1961 number of SAE (No 31) had been devoted to the issue, with articles by Arthur Woodburn, Ellen McCullough, J P Millar, and Walter Paterson (and it is a tribute to Landsborough and SAE that it was able to secure such an authoritative group of

contributors to inform its membership, most of whom were ill-informed and inactive in this area).

The subject of short-term colleges requires an up-dating of our notes on Newbattle Abbey. When in 1955 W B de Bear Nicol became Warden there were only 14 long-term students in his first session and efforts to use the spare accommodation for short-term courses had not been successful. In three years Nicol more than doubled the long-term students in number, and introduced a variety of successful short-term courses, so raising the threat of withdrawal of financial support by the Secretary of State. (See SAE No 29, pp. 5-6). When Nicol left in 1960 he was succeeded by J L Rigg who concentrated his attention on the full-time courses so that he had 57 students in residence in 1961 and 190 in 1962. These figures stretched the accommodation of the College beyond its limits, so that the annual report of 1961-62 announced:

> The success of the long-term courses at Newbattle Abbey, for which indeed the College was originally intended, has involved curtailments of the short-term Courses, the success of which helped us through a difficult period. The popularity of these short Courses has increased, and the demand for them is increasing. We express the hope, therefore, that the provision of Short-term Residential Colleges, for which we may claim to have done pioneer work in Scotland may urgently engage the attention of the larger education authorities, groups of smaller authorities, Extra-Mural Departments, and other bodies interested in the field of adult education.

If this sounds a bit like Little Sir Echo there is no need for surprise. The governors of Newbattle were the members of the Institute wearing different hats, and the concern was proper to both bodies. The Institute continued to gnaw away at this bone, having papers on English successes presented to conferences and an especially fine offer of guidance to interested Scottish bodies at the 1962 conference by Norman Dees, now Director of Extra-Mural Studies at Glasgow, and playing an increasing role in the Institute from this time. Norman pointed quite firmly to possible co-operation between Glasgow University and Glasgow

Education Department on the provision of a college for West of Scotland. He persuaded Glasgow Extra-Mural Committee to set up a sub-committee to investigate the practicalities and this it did to the point of looking at possible properties and costing the building of a new one. The annual expense of running older, less suitable properties and the initial capital costs of a new one, led to the early abandonment of the project. This was, as far as my knowledge goes, the only attempy made in Scotland to set up a short-term residential college, apart from the much later establishment of Tressbank for trade union use.

To study the history of the Scottish Institute is to be constantly reminded that every adult education body has had to spend far too much of its time fighting battles against inadequate funding. In November 1963 we were back at the Scottish Office "to discuss the whole pattern of the financial arrangements for the service of adult education in Scotland". The chief pressure for this meeting had come from the inadequacy and variability of fees paid to part-time tutors which was leading the latter to seek employment in the higher-paying areas and causing serious gaps in provision in the other areas. Discussions at the Scottish Office floundered, of course, because the intractability of the problem sprang from the lack of statutory provision for adult education and the consequent lack of any policy flowing from the SED to the local authorities. In face of this the Institute representatives decided to recommend to Council "the preparation of a comprehensive memorandum on the subject, setting out the historical position and the issues involved and adumbrating the structural basis for part-time remuneration of the kind and of the machinery to regulate it". The annual conference of November 1964 discussed the matter, recognised the ramifications of the problem, and set up a Working Party under the chairmanship of Norman Dees "to consider and report on the finance of adult education in Scotland". The first Working Party met very irregularly because of the illness of some of its members, including Lord Greenhill and Tom Landsborough, so that it functioned rather as a Steering Committee, producing only a Progress Report, after two years' intermittent work. The Working Party was then reconstituted on more representative lines and succeeded in producing its report in October 1968.

There are, however, one or two matters worthy of attention before we consider that report. It is a matter of regret that we had so little formal history of adult education in Scotland that even the modest occasional articles in "Scottish Adult Education" made some contribution to our understanding of our past in relation to our present. The April 1964 issue (No 46) carried a weightier article than usual in this area. Entitled "A Matter of History" it was a reprint of "Scheme for the Extension of University Teaching" from a publication by the Board of St Andrews 1888. It gives some account of the history of the movement in Scotland from the start by St Andrews University in Dundee in 1875, through the work of the Queen Margaret Guild in Glasgow (beginning with classes in 1886 in Ayr, Helensburgh, Paisley, Hamilton, Kilmarnock and Lenzie) to the setting up by Glasgow University of a Special Board for the West of Scotland in 1887. At the same time Patrick Geddes was trying to set up a Joint Board for all the universities in Scotland, a venture which, though unsuccessful, did lead to extension teaching in Fife, Perthshire, Angus and the North. Articles such as this helped to give perspective to Institute members engrossed in their daily distresses.

It was in 1964, too, that the Institute published (SAE No 41) the Report of a Fife Working Party on "Adult Education in Fife". There is really nothing odd in devoting a paragraph to this in our sketch of the Institute's history, since it is a quite typical example of the influence of the Institute on its membership. The authors of the report confessed their indebtedness to the Institute's conferences and journals and Tom Landsborough also contributed directly to their deliberations. The report was, in turn, the main subject of discussion at the Institute conference of 1964. From its important proposals we select the following:

1. An assistant director for adult and continuing education was to be appointed.

2. There was to be an adult education tutor in each technical college to organise and teach part-time courses in the college and its area.

3. The number of part-time tutors was to be increased and higher salary scales were to be paid.

4. The WEA was to be helped to appoint a tutor-organiser in Fife.

5. The Institute was to be asked to do research into

   (a) teaching methods in adult education

   (b) the basic philosophy of adult learning

   (c) the usefulness of television as a visual aid to adult education.

As the authors said, none of this appeared new conceptually to Institute members. What was new was that Fife was prepared to initiate these and other practical steps.

In the years 1964-68 the Institute lost J D Collins and J Hossack, Sir Hector Hetherington, W D Ritchie and Lord Greenhill. During this period, too, the Honorary Secretary's own health was not at its best and he was under considerable pressure from his duties as director of eduction, reflected in belated issues of SAE and the fact that No 48 was commissioned by John Lowe, Director of Extra-Mural Studies at Edinburgh. This situation, as we shall see in a moment, was reflected in the conclusions of the Working Party on Finance to which we now turn.

The Working Party Report

The "Report of the Working Party on Adult Education in Scotland" was published as Issue No 50 of "Scottish Adult Education" and was the last number of that journal. While in retrospect it seems a meagre document after four years' hard work, it did make a number of important points at the time and put together information which is essential for anyone wishing to understand the position not only of the Institute but of adult education in Scotland at that time. For example it contains Tom Landsborough's "history and method of operation of the device known as 'Pooled Expenditure'" and a summary of current education authority scales of students' fees in adult education and leisure time activities. For the record here, the norm for adult education was 30/- to 40/- for 20

meetings, though the range was from 7/6 to 50/-, with Sutherland offering free extra-mural classes.

Asked by the Department to indicate the Institute's area of interest the Working Party gave a classic definition of adult education: "Formal and informal cultural activities, aesthetic as well as intellectual, requiring participation, both for the development of the individual and for active citizenship under changing conditions".

What the Department wanted that for I cannot now remember; what it did with it we never learned. More usefully for the Department, perhaps, the Working Party gave a brief survey of the "Background and Needs" of adult education covering the familiar territory of increased expectancy of life and of leisure, increasing obsolescence of knowledge, the return of women to work and study in early middle age, increasing specialisation of knowledge and skills, the prevalence of the more highly educated student. Such commonplaces were set down to persuade the Department that there were new educational needs calling for an extension of funding which was the main concern of the report. In the same vein the Working Party called for "the exclusive use of specially designed premises with their own appropriate ethos and providing opportunities for student participation in their control and management".

"Accordingly" it went on:

> we recommend that the Scottish Education Department should call for development plans by the education authorities for the provision, after consultation with the University Extra-Mural Committee of the region and the voluntary bodies in the field, over ten years, of appropriate purpose-built premises for the practice of adult education ... We recommend that the Secretary of State should prescribe standards of accommodation and furniture that would apply in the provision by authorities of the facilities for the education of adults. These we suggest should take the form of:
>
> (a) Adult Centres

(b) Adult "Wings"

(c) Short-term Residential Colleges

(d) Long-term Residential Colleges.

These were all old ambitions of the Institute and some progress had only recently been made with adult wings in Brora and Easthouses (Midlothian) and the Arts Centre in Aberdeen. While there continued to be sporadic development of adult centres and wings, this was far more due to the initiative of progressive education authorities than of the Department, which has of course given no support to the development of residential colleges other than Newbattle and Middleton Hall.

Part-time tutors' fees were dealt with by recommending that they "should be regulated by a mandatory scale or scales" and that "appropriate negotiating machinery be established immediately". On students' fees (ie class fees) "We are not convinced that the charging of students' fees has other than a historical justification ... For the generality of classes, however, if fees are to be charged, we favour a modest fee and suggest that it should be based on a unit of 2/- for each scheduled meeting in the course" with concessionary rates for such groups as old-age pensioners and unemployed persons. The 2/- fee did not come out of the hat. The general pattern until this time had been 1/- per meeting but in Circular No 699 in February 1968 the Secretary of State had asked that this be raised, and when the Working Party was reporting the indications were that most authorities were going to double the rate, and that that was the smallest increase the Government would accept.

The finances of the Institute itself were a major concern. Its annual income was an absurd £700, its existence and activity almost entirely dependent on the voluntary services of its officers, chiefly its Secretary. The latter, as we have seen, had been finding it increasingly difficult to cope and the Institute as a whole was dissatisfied with the limitations on its programme imposed by this situation. It was interested in distance learning. "It should also" says the report "extend its activities to take in enquiry, increased publication, and the establishment of a library". It recommended, therefore:

(i) that the Institute prepare a budget for the next triennium to have regard to these commitments.

(ii) that it do so on the basis of paid administrative staff.

(iii) that it seek grant from the Scottish Education Department towards the costs of administration.

(iv) that it seek an upward revision of the per capita formula with the Local Authority Association.

The Working Party had throughout found itself enmeshed in the complexities of the administrative structure for adult education in Scotland. It notes, for example,

(1) The obscurity caused by ill-defined and often overlapping terms like further education, social and recreational education, non-vocational education, informal eduction and the way in which extra-mural education loses its distinctive character by being "partly financed and administered through the Further Education Sub-Committees of Education Authorities".

(2) "There is in fact no statutory definition of the term 'Adult Education'".

(3) These obscurities which are reflected in the Returns to the Finance Division of the Scottish Education Department mean that "Simple expenditure on the education of adults cannot be estimated".

The Working Party, however, thoroughly conscious of the deficiencies of the current system, was unable to see a way out of it. It gave prolonged discussion to the device of "pooled expenditure" but "in the end we came to recognise that there were insurmountable difficulties in the way of financing the work of the non-statutory bodies from statutory, albeit 'pooled' sources". It was intimidated chiefly by the recognition that change necessitated new legislation. The impetus to pursue that was weakened by the fact that Extra-Mural Departments, in receipt of grants both from the SED and from their University,were

willing to seek no more than additional grants for in-service training courses and for special conferences for particular professional groups.

"For the present", therefore (and it is a small face-saver) the Working Party was able only to recommend, very feebly, that,

(i) the education of adults should be more generously supported by education authorities

(ii) the present grant by the Scottish Education Department to the non-statutory bodies for administrative purposes be increased

(iii) non-statutory bodies should also receive grant from the Scottish Education Department to enable them to make appointments to expand their work in the field

(iv) subject to any adjustment that may be necessary, as a result of the WEA representations*, the statutory position be maintained.

Well, it needed no ghost come from a four-year Working Party to come up with these proposals. We could have written them down in the first five minutes, and with just as much effect. Nevertheless, as we shall see, the report at least had important repercussions for the Institute itself.

Sources for Chapter II

Scottish Adult Education

Minutes and Annual Reports of the Institute

Tom Landsborough's files

"The Year Book of Adult Education in Scotland" 1969-71

"The Newsletter for the Adult Student" 1969-71

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* There were discussions in the WEA about seeking responsible body status, as in England.

CHAPTER III
The Lean and Hungry Years 1971-1978
James Inglis

The years from 1966 to 1971 had been difficult years for the Insitute. In report after report to Council the Secretary stressed the problems created by the entirely voluntary nature of the services, including his own, on which it relied. Meetings were increasingly difficult to arrange in the light of the other commitments of members and attendances were poor. The report for 1970/71, for example, records that the Council did not meet that year and that the Executive Committee met formally on only two occasions, though it was a year which included vital negotiations on finance with the SED and the education authorities, the transition to a paid secretariat, and the finding of offices in Edinburgh, all of which had involved the committee members in arduous activity. It has to be understood, however, that the Executive Committee was at that time a very small body consisting of 4 university representatives (including Norman Dees in the Chair), 4 Directors of Education (including Tom Landsborough as Secretary), James Inglis (WEA) and an assessor from the Department.

In 1971, therefore, the Secretary, having intimated his own intended resignation, presented a memorandum proposing an expanded programme of work, including a regular service of information to all enquiries on adult education in Scotland, the building up of a library on adult education, the undertaking of regular enquiry into the needs and current conditions in adult education, and the seeking of additional resources. For this he proposed that there should be 3 meetings of Council and 3 of the Executive Committee annually.His proposals were adopted.

They were based on the Working Party Report's findings and depended on finding the resources for a paid secretariat. This was necessitated not only by the withdrawal of Tom Landsborough's services and the inadequacies indicated above, but by the financial difficulties in which the Institute found itself.It would have been impossible to continue even with a voluntary secretary, the deficit for 1969-70 being £900 and the reserves £850.

Formal negotiations with the SED began in February 1970 after an informal approach in May 1969 at which the Department had indicated willingness to offer grant aid of £1000 or more "provided it was not in excess of the contribution received from the education authorities". Since by February the authorities had agreed to increase their per capita grant from the $^1/_8$p. per pupil fixed in 1948 to $^3/_8$p., indicating a contribution of £1400 to £1500, the Department was now prepared to match this. For a salary of £2000 the Institute hoped "to recruit an educationalist with an interest in administration, someone fairly young who would regard the post as a career step, rather than a retired person who might lack the drive and enthusiasm which would be required to justify a full-time appointment".

At the time of application the Institute was aiming at resources supplied $^1/_3$ by the Department, $^1/_3$ by the authorities and $^1/_3$ by voluntary bodies and members. It soon became apparent that the impoverished voluntary bodies could not sustain this proportion, and that the bulk of the money would require to come from the other two sources. By December 1970 the forecasts were £2200 each from SED and authorities and £500 from the Institute's other resources, a total of £4900, a sum which, in view of rising costs, the Department thought would need regular adjustment. On this basis the Institute appointed Mrs Brenda A Main of Edinburgh on 29 July 1971 as General Secretary. The Council meeting in September learned that she would assume full duties on 1 November, at which date Tom Landsborough would become Honorary Treasurer. Offices had been leased at 57 Melville Street, Edinburgh.

Publications

Before we leave Tom Landsborough's secretaryship behind, we must look at what succeeded "Scottish Adult Education" in the years after 1968. In the Spring of 1969 the Institute announced in a first issue that its future policy would be to publish twice-yearly, in October and March, a newsletter for the adult student, and a year book of adult education in Scotland "which will, with statistical support, trace trends, patterns and directions in the provision of formal and informal education for adults in Scotland".

Landsborough's feeling was that SAE had never satisfactorily identified its readership, and that it had increasingly lost touch with what should have been its average reader, the adult student. The **Newsletter**, therefore, was to "provide some indication of the educational facilities available to adults" and "to provide a forum for the adult student". Contributions were invited. Of necessity, the first issue, edited by J.G.S. (Gilmour) Shearer of Glasgow University Extra-Mural Department, concentrated on information about provision. In retrospect it seems odd that it should have given so hazily generalised an account of extra-mural and residential courses. Summer schools fared better for detail, and even today it is pleasing to read such a full account of summer courses in the arts, probably a reflection of Gilmour's own enthusiasm. He applied himself industriously to making the newsletter stimulating and wide ranging in its interests, securing short articles from contributors and picking up informative and thoughtful items from other sources. Nevertheless, and despite being issued free, it made very little impact on the students to whom it was addressed, and, in its five years' existence, never secured a single article, not even a letter, from a student. When Gilmour surrendered the editorship to Mrs Main, it became merely a list of addresses, conferences, summer schools.

He had more success with the year book which he also edited. In addition to giving the usual year book information on agencies and providers, he aimed "to set the practice of adult education in Scotland within its historical, administrative and financial framework". This was fairly easy to do in his first issue with quotations from Hatch, Hetherington and Ritchie on the birth of the Institute and a lengthy extract from the 1968 Working Party Report published in SAE No. 50.

But the aim of being more than a list of addresses and a series of statistical tables was more enterprisingly achieved in 1970-71 by having a group of articles on a theme, "Some Contemporary Developments in Adult Education". These included regional accounts from Tayside and Fife and articles on local history, management education, women's organisations and the Scottish musical scene. Apart from their interesting variety these focused Institute attention on such names as Basil Skinner, Graeme Hely, Lady Avonside, Bob Smith, Tony Cooke and Tom Wilson. The concentration on accounts by professionals,

in fair detail, whether of their subject area or of their administrative work, was a new departure in an Institute publication, and a valuable one. They gave us all some unusually precise insights into areas with which we were unfamiliar and bore testimony to the range and quality of adult education and the enterprise of its practitioners. The pattern was followed in 1971-72 by articles on adult education and the mature student and in 1972-73 by a series on adult education and the young adult. When the **Scottish Journal of Adult Education** made its appearance in Autumn 1973 (after which the Year Book reverted to the more usual form) it was the model of these articles rather than that of the old SAE that it followed, and the **Journal** has continued to be a vehicle for the expression of professional concerns and expertise. There is an oddity in this: at no time, in my recollection, did Executive or Council take a decision that this should be so, and I have found no minute recording such a decision. It seems to me - and this is a purely personal view - to reflect a very slow, unobtrusive change that has taken place in the Institute, an increasing prominence in the councils of the Institute (its committees, sub-committees, working-parties, etc.) of adult tutors, lecturers, secretaries, organisers in the field, which has in turn been reflected in the subject matter and attendance at conferences run by the Institute. A glance ahead at the list of Council members in 1949 (see Appendix A) may persuade the reader that this personal view has some justification. It was in fact the recognition of the increasing number and influence of professionals in adult education that helped to persuade Tom Landsborough to resign from a position in which he always protested that he was an amateur.

When Mrs Brenda Main was interviewed for the position of full-time secretary of the Institute she gave an account of how she had successfully taken over the running of the business when her husband had died. It was this, rather than her experience as a teacher, which persuaded us to appoint her. Mrs Main had little experience of such administrative matters as drawing up an agenda, taking minutes, and recording decisions. Executive and Council were concerned that the Institute should nevertheless meet its new commitments and the minutes of the first meeting of Council in the new office in Melville Street on 28 January 1972 record:

> Council recognised that to support the reorganisation of the Institute on a full-time secretarial basis it would be necessary for the Executive Committee to meet frequently to mount and sustain the momentum of activity which the new levels of grant from the education authorities and the Scottish Education Department require.

The new Executive Committee comprised Norman Dees, Professor Leitch Adams (Dundee), Andrew Cameron (Director, Dunbartonshire), Prof Neville George, James Inglis, L B Young (Director, Perthshire), Tom Landsborough, R Carus, Mrs J Mackie, Charles Rigg, D G Robertson (Director, Dundee), R Smith, Miss A Wilson, Ken Wood. To these were added at the October meeting J Lowe (Edinburgh Extra-Mural Director) and Robert Lochrie (WEA Secretary), Andrew Cameron commenting on the poor representation of education authorities.

As an indication of its resolve to renew activity the Committee, meeting only one month later (that itself being an indication of anxiety) appointed a Library Sub-Committee and an Education and Publications Committee. The first of these negotiated with the Carnegie UK Trust and other bodies for grant to form a comprehensive library on adult education, but with little success. The more significant initiative of the new executive was its recognition of the need for an opportunity for the professional practitioners in adult education to meet to discuss their work. It organised a forum in Perth on "Perceived and Projected Problems" for participants nominated by the authorities to whom they were responsible - universities, education authorities, WEA, Open University, Newbattle Abbey. The meeting was very well received by the participants but two comments in the report on it to the Executive Committee may raise the eyebrows of today's reader:

> The discussion then turned to methods of selection of subjects for classes. Should people be asked to decide for themselves and give a democratic vote? Does the academic know best? And should the tutor take the responsibility of offering such courses as he thinks suitable?

In requesting a further conference it was suggested that it should be "on the Alexander report when published in January (in order to fight it if we disagreed with its findings)". Could such attitudes have been so prevalent and so significant as late as 1972? The first seems rather determinedly out-of-date, but, as we shall see, the Alexander report was regarded with suspicion (though perhaps with less positive, certainly less unanimous hostility) in the Institute.

It is important, however, to recognise, that the Perth Forum represented a significant new place for the professional practitioners in the Institute and one which, as we noted at the end of Chapter 2, has continued since. It was immediately sustained by a decision of the Executive that the annual conference of 1973 should incorporate an extra day for professionals.

At the October meeting of Council, held at St. Andrews where the 1972 annual conference was held, Dr Barclay repeated his proposal that the **Journal** should be re-issued and was asked to get costings and report. At its next meeting, February 1973, the decision to revive the **Journal** was taken and in the autumn the first issue of the **Scottish Journal of Adult Education** under the joint editorship of Gilmour Shearer and Dr Barclay appeared. Its publication in the same format has been continuous since that time. Its contents have throughout the period remained true to the words of its first editorial foreword: "The issues raised by the articles and book reviews will seek to reflect the new ideas stirring among those engaged in the practice and the study of adult education". Some of the issues imminently available were indicated also in the first foreword: "With the forthcoming publication of the Alexander Report, the introduction of local radio broadcasting and the reorganisation of local government in 1975 it is clear that we are living in interesting times".

It was fortunate for the **Journal** that this was so, as the first three issues were dominated by university contributions and it was the Alexander Report and the emergence of community education which broadened its perspectives and its range of contributors. Not that the university contributors were totally lacking in perspectives. Roger Carus of the Open University, for example, wrote what was in many ways a well-informed and preceptive article (Vol 1, No. 1, pp 14-20) outlining the

possibilities latent in Alexander and in regionalisation. He must, however, read his final paragraph rather ruefully today.

> The prospect then is a fine one with a fresh new structure staffed with new faces both in administration and field work, operating in a favourable climate of opinion and backed by increased resources, evincing greater professionalism as they work through development councils supported by an undergrowth of participant consumers who in turn will demand more local organisers.

Of such faith are adult educators necessarily made. Without it they would join the faithless yuppies or become Ministers of State for Education. How we all miss that luxuriant undergrowth of participant consumers!

But despite the vigorous efforts of the Executive at this time, the Institute continued in the doldrums. The full-time Secretary, who had re-married and become Mrs Austin, had been unable to achieve much success for the Institute in the public relations field; Waiting for Godot-Alexander was a crippling disability for even the most enterprising. Her resignation in 1974 was accepted by the Executive Committee.

John Taylor

At the Council meeting of 8 November 1974 Andrew Cameron, as Chairman of the Executive Committee, announced that J F Taylor had been unanimously selected as Executive Officer after interviews that morning. The Council endorsed the appointment, expressing the hope for better public relations under the new officer.

As a lecturer at Edinburgh University he had quite recently contributed to the **Scottish Journal of Adult Education** a review of a conference report on functional literacy in which he had commented unfavourably on the small-scale and tentative approaches to adult literacy teaching in Scotland. His advice that "Adult educators in Scotland need to prepare now to meet this demand" was accepted by the Institute's Council at the meeting which appointed him. It approved

participation by the Institute in the new campaign on adult literacy and indicated that it should interest itself in suitable reading materials and staff training.

John Taylor manifested his steady interest in this area even before taking up his appointment full-time by writing an article, "Adult Literacy Campaign in Scotland" for the Spring 1975 number of SJAE. Meantime a Scottish Advisory Committee for the Adult Literacy Resource Agency (ALRA) had been set up under Andrew Cameron, Chairman of the Institute's Executive Committee, and was being serviced by the Institute. It is not the intention here to detail the development of the Institute's commitment to this because it has been fully chronicled elsewhere. What needs to be examined in these pages is its influence on the staffing and finance of the Institute. The annual report for the year ended 15 May 1975 notes that the Executive Officer acts as Secretary to the Advisory Committee, that this "has made considerable demands on the Institute's resources", and that an additional secretary-typist had been appointed. Moreover, the Executive Officer had from April become director of the three-year Literacy Research Project financed by the SED with two half-time research workers appointed, one in Glasgow and one in Edinburgh. "With greater demands being made on the Institute's accounting provision it has become necessary to appoint a part-time accountant".

This expansion of staff and of consequent supervisory responsibilities for the new Executive Officer, even before he was full-time in his post, must seem in retrospect something of an absurdity for a body only recently emerging from "amateur" organisation. It was, in fact, **because** it was still struggling to find the money for its new status that the Institute undertook this work, for which funds were available. Later in the year more funds (from the BBC this time) were secured for a Telephone Literacy Referral Service, another responsibility for the Director. This work was not merely supervisory but developmental in the fullest sense: the Institute organised the first residential conference in Scotland on adult literacy in May 1975, and participated in a number of other literacy conferences. The annual report for 1975-76 notes the rapid expansion from 250 literacy students to 2500 within one year and observes: "The work of servicing this Committee (the Advisory

Committee) has dominated the Institute's activities this year" and "a decision has been made to establish the new Scottish Adult Literacy Agency (SCALA) within the Institute".

One result of this expansion was to create the accommodation problems which were ultimately to lead to the Institute moving from Melville Street to shared accommodation with the Scottish Community Education Centre at 4 Queensferry Street, a fairly temporary and far from satisfactory solution.

Financial Crisis

More important is the kind of crisis-management of the Institute's finances and activities which all of this represents. How important it was is made clear in John Taylor's annual report for 1977-78:

> Mutual cost-sharing and saving between the Institute and the Literacy Agency has continued to be of real assistance as has the help given to monthly budgeting and cash flow by the regular receipt of grant for the Telephone Referral Service and the Literacy Research Project. The outcome of the year's end has proved most satisfactory since the Institute began the year with a deficit of £234 and ended with a small surplus of £129.

Most satisfactory: how relative such terms are. Here we have the Institute's finances being kept barely afloat on an emergency hand-to-mouth basis by subventions which increasingly enroach on its Executive Officer's time to do the main work of the Institute. Despite the labours they impose these subventions are insufficient to provide an assistant to the Executive Officer, and their temporary nature is building up almost insoluble problems for the moment when they cease, all of them having a strictly finite life.

We must now take a broader view of the Institute's finances, especially its grant income during the period dealt with in this chapter. As the SED had in 1972, when the paid secretaryship was negotiated, agreed to match the contribution of the LEA's, the main task for the Institute at first was to persuade the authorities to sustain or increase their

grant. It was hoped in 1973 that the raising of the school-leaving age would produce a grant of £4000 but when this fell short by £500 that meant a total shortfall of £1000. The £4000 was achieved in '74-'75. Then regionalisation was expected to be helpful and in 1975 COSLA, the new Confederation of Scottish Local Authorities, was asked by the Institute to recommend a grant of 1p. per school pupil: it recommended only 0.6p which failed to match inflationary and salary increases. With a likely deficit of £1000 in 1976 and the expected termination of SCALA on which even this shaky position depended, the Honorary Treasurer was reporting continuing anxiety at every meeting.

Increasingly the authorities were themselves in difficulties. Public spending cuts by the Government in 1976 led to many regional authorities making a reduction of up to 30% in their adult education budgets, along with a general increase in students' fees, reduction in spending on advertising and restricted opening of local authority premises. In December 1976 the Institute convened a conference on "Current Finances and Provision in the Extra-Mural Departments of Scottish Universities" to examine the situation revealed in the November statistics for local authority financed courses run by the Universities in 1975 and 1976. (See SJAE Vol 2.4.) The **Journal** reported on the severe curtailment revealed in the table and the expectation of even more damaging cuts in 1977: "Indeed there was a real possibility that a great part of this form of extra-mural work would disappear next year". Fears were expressed of "Departments finding themselves engaged in professional training and development work for specialist groups, whilst the expertise of the Departments' full-time academic staff in providing higher education for members of the general public went unused".

While the Institute could curb its expenditure by various economies and increase its income through agency work, as we have seen, the authorities found themselves with a new difficulty in the imminent appearance of the Scottish Council for Community Education and its relation to the Scottish Centre for Community Education. At a meeting on 7 April 1978 COSLA announced that it did not want to grant aid and send representatives to a number of national bodies in the same field of work. Faced with the alarming possibility of loss of 45% of its income,

the Institute lost no time in entering into negotiations with the Scottish Community Education Centre on "new avenues of co-operation and potential rationalisation". A joint meeting of office bearers agreed to recommend the setting-up of a Joint Working Group to consider (a) joint grant applications and future financial arrangements; (b) relations with the about-to-be-born SCCE; (c) common services, etc.; (d) relations with COSLA and with individual regional authorities.

The first meeting of this Working Group did not take place till 21 September after the departure of John Taylor. John's final financial observations, in his last annual report were:

1. that the Institute had had to replace a full-time secretary with a part-time one;

2. that COSLA's recommended rate for 1977-78 had not been increased to meet inflation;

3. that the Institute had been helped to make ends meet by some authorities making grant available at a slightly higher rate, and by increased grant from the SED.

The Alexander Report

It is quite ironical that it should have been the Alexander Report, designed to support and assist adult education, that had thus led the Institute to the brink of disaster.

Its main recommendation was that "adult education should be regarded as an aspect of community education and with the youth and community service should be incorporated into a community education service". There should be a Scottish Council for Community Education and regional advisory councils in all education authority areas; and 200 additional full-time staff should be appointed in the next five years to secure the proposed development of the service. This development was to include:

1. The doubling of the number of students by the mid 1980's;

2. the expansion of provision for special groups such as young mothers, the elderly, the handicapped, prisoners, immigrants;

3. increased provision in "a wide range of Scottish traditional and cultural subjects";

4. an expansion of shop steward training;

5. the establishment of short-term residential adult education centres.

The Report had not been eagerly anticipated or warmly received by many of the leaders of the Institute. Tom Landsborough's advice to the Secretary of State concerning its implementation had been "Festina lente". This staggeringly supererogatory comment from one well aware of the standard fate of reports sprang from his suspicion of the concept of community education on which the Report took its stand. He disliked its lack of definition and felt that what meaning it had was not new or fruitful.

Others in the Institute, the present writer included, saw the Report as giving encouragement to concepts which had been alive in the Institute since 1950 (see the report of the annual conference in Chapter I, for example) and in which George Bain's work in Ayrshire prior to the Report had revived interest. We had not lacked the desire to activate the Institute in this area, but the funds and the staff had not been available. Alexander's recognition of the need for a large body of field workers in adult education had revived our hopes. Though he saw little sign of these 200 full-time staff in the time of economic crisis into which the Report had belatedly emerged, Tony Cooke as Editor of SJAE had written:

> In the longer term, however, the fusion of the youth and community service and adult education into a community education service could lead to new attitudes and new intiatives which might make it possible to reach the large, although undetermined, number of people cited by the Report as being "virtually untouched by adult education" (SJAE Vol 2.1).

The official Institute response was nominally welcoming, but with numerous reservations. It argued, for example, that the concept of community education was too narrow to include all the range of activities concerned with the education of adults, which was undoubtedly true and was well demonstrated and even officially acknowledged in later years. John Taylor, too, was cool in his response:

> The Alexander Report's chapter on the "Aims of Adult Education" may not be an inspiriting revelation for the missionaries and crusaders among us .... Still it does make sound, reasonable and largely unexceptional sense in its adherence to the principle of life-long education and the necessity for pulling adult education out of its rut on the margin of the educational system.

If that sounds somewhat academically condescending, it probably reflected the apprehension which John shared with others, of adult education being swallowed up in the larger army of the youth and community service, especially when the local authorities almost overnight transformed this into a community education service with an Alexander-type remit incorporating everything understood as adult education, but without any staff trained in that area. Sadly, it was the pessimism of the Executive Officer which, as we have seen above, was at least temporarily justified in the event. The pessimism seemed to be reinforced when in 1978 the Secretary of State set up the Scottish Council for Community Education (SCCE), a nominated body representative of no-one, but dominated by members from the youth and community field.

Thus, although many of the Institute's constituents were busy implementing innovatory programmes in pursuit of Alexander's recommendations - as was shown at the annual conference of June 1977 on "Adult Education and Areas of Special Need" - it is unsurprising that for some years the Institute spent more time and effort in the defence of its traditional labours than in new enterprises.If its work in literacy appears to be an exception, this is not so; that was in no way a response to the Alexander Report, which it preceded. On the other hand, the

Journal, in the capable hands of Tony Cooke, constantly strove to have the Alexander dimension represented in its pages.

Conclusion

Before this chapter ends there fall to be added one or two important footnotes concerning the distinguished service of the following members of the Institute.

In early 1976 the Institute co-operated with the Standing Consultative Council for Youth and Community Service (SCCYCS) to set up a joint Working Party on Training for Community Education under the chairmanship of Miss Elizabeth Carnegy (later Baroness Carnegy). This extremely tricky task was completed with the publication by HMSO in June 1977 of the Carnegy Report, "Professional Education and Training for Community Education". In November the Institute joined the Consultative Council in promoting a one-day conference in Perth. This was well attended but fairly critical of the Report's recommendations. The report nevertheless brought great credit on the Institute and remains an important point of reference in this field.

We have been seriously neglecting the work of the voluntary officers of the Institute and now hasten to correct any impression that this was less important or less distinguished than in earlier years. Apart from the continuing work of Tom Landsborough as Treasurer, Professor Leitch Adams was an energetic, wise and witty chairman from 1967-74, years of difficult negotiation for the funds to achieve a paid secretaryship. It is a pleasure to recollect his skills, his good humour and his good fellowship.

Other hardworking members of the Executive were its chairman, Norman Dees, the Director of Glasgow's Extra-Mural Department; and two Directors of Education, Andrew Cameron of Dumbartonshire and David Robertson of Dundee*. As familiar figures in the Scottish

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* The recent return of David Robertson as President of the Institute is a welcome re-accession of strength.

Education Department and in local government these men gave formidable weight to the Institute's representations to its main sources of funding. Norman Dees succeeded Leitch Adams as Chairman (an office to be renamed as Presidency in his period of occupancy) from 1974 till 1978 when he and Tom Landsborough switched positions. It would therefore be premature to carry a full tribute to their work in this chapter.

Meanwhile two other names had emerged, important in this period, but increasingly important thereafter. In 1977 John Horobin became the new Honorary Editor of the **Yearbook**. For 1978 he completely revised and extended the contents of this to make it a really useful guide to adult education provision in Scotland. In 1976 the Institute had been fortunate to secure the services of Dr Ethel Gray as the Director of SCALA and it was largely through her powerful (perhaps better, her formidable) advocacy that in 1978 the Secretary of State had extended the life of SCALA till 31 March 1979 and had invited the Institute to discuss "the future for a national focus for adult literacy thereafter". It is certainly worthy of note that in this period two distinguished women had by their skilful work brought great credit to the Institute.

Finally we say farewell to John Taylor on his appointment as Secretary to the new Advisory Council for Adult and Continuing Education in England and Wales.His were hard years with us and the Institute owes him a great deal for his important contribution not least in the field of literacy and the Carnegy report.

Sources for Chapter III

"The Year Book of Adult Education in Scotland" 1971-73

"The Newsletter for the Adult Student" 1972-75

The Scottish Journal of Adult Education 1973-77

Minutes and Annual Reports of the Institute.

CHAPTER IV
Diversification and Change 1978-1983
Anthony Cooke

Vernon Smith was appointed as Director of the Institute in May 1978. He came from a background of work in local authority adult education in a further education college in the English Midlands and his knowledge of local authority adult education proved very helpful to the Institute in the next five years. Vernon had no firsthand knowledge of the Scottish educational scene but proved a fast learner ably guided by colleagues such as Ethel Gray, the Director of SCALA who had spent a lifetime in Scottish education. His commitment was very much towards adult education for the priority groups defined by the Alexander Report as being "virtually untouched by adult education ". In the Annual Report for 1979-80 Vernon wrote:

> The majority of adults in Scotland left school at the minimum school leaving age and without any qualifications; the majority have enjoyed no further education since leaving school. Like the rest of us who are well qualified and well educated they are expected to make their way in a world where the scale of change has now reached almost frightening proportions.The Scottish Adult Literacy Unit has concentrated on meeting the educational needs of the least well-educated and the least qualified. Adult Education is no longer for those who are already well educated.

The five years that Vernon served as Director saw great changes in the Institute, reflecting changes in the provision of adult education in Scotland and wider changes in the country itself. The election of a Conservative government at Westminster in 1979 intensified the pressure to reduce public spending that had begun in 1976 with cuts in local authority programmes. At the same time, the decline of the manufacturing base in Scotland saw a steady increase in unemployment rates from 7.7% in 1978 to 15% in 1983. Youth unemployment rates were particularly high and there was considerable political pressure to devise training and employment schemes for young people. Growing

unemployment led to an increasing emphasis on vocational training and up-dating schemes with declining public support for non-vocational adult education which was expected to become self-financing. The Manpower Services Commission, founded in 1974, achieved great prominence in these years, particularly after the appointment of David (later Lord) Young in 1981, after which the Commission assumed a much higher profile. These two trends of pressures on public spending and greater emphasis on vocational training led to a shift in funding from general education to vocational training and from core funding to project funding which is still continuing today.

The Institute was profoundly affected by these changes. As the Annual Report for 1978-79 commented "The finances of the Institute remain precarious" and publications and conference attendances had to be curtailed due to lack of money.Publications suffered particularly - the **Scottish Journal of Adult Education** was reduced from three to two issues a year; it was decided to discontinue "Stay and Study in Scotland" (a calendar of residential courses) after 1979 and the "Yearbook of Adult Education in Scotland" was published in 1978 then discontinued. More importantly, staffing levels were perilously low and the Institute agenda for development always remained much more ambitious than its staffing levels would allow.

Shortly after Vernon's appointment, the Institute moved to shared premises with the Scottish Community Education Centre. This was an "up-grading" from four cramped rooms in Melville Street to five cramped rooms in Queensferry Street shared by Vernon Smith as Director and Secretary of SCALA, Dr Ethel Gray, Director of the Literacy Agency and part-time secretarial staff. Kathleen Grieve, Organiser of the Scottish Adult Literacy Referral Service, was based in Glasgow.

The Executive Committee in May 1978 comprised Andrew Lockhart (Tayside) in the Chair, George Arkieson (Open University), Andrew Cameron (individual member), Anthony Cooke (Dundee University), Clarke Geddes (St Andrews University), Ian Jardine (Grampian Region), R.H. Kennedy (individual member), Tom Landsborough (individual member), Bob Lochrie (WEA), Ken Wood (Aberdeen

University), Norman Dees (Glasgow University), James Inglis (WEA) and Robert Smith (Fife Region). In attendance were John Horobin (Yearbook Editor), Ethel Gray (SCALA), Vernon Smith and HMI Graham Wilson, the SED Assessor. The Committee comprised a mix of the long-serving "old guard" such as Andrew Cameron, R.H. Kennedy, Tom Landsborough and James Inglis and the "newer" breed of professional adult educators, many of them from the universities. What is striking is the complete absence of women amongst the elected members of the Committee - Ethel Gray despite her formidable presence was simply "in attendance".

Responses to Alexander

A certain defensiveness and lack of confidence in the Institute's role at the time was reflected in the title of the Annual Conference held at Stirling University in June 1978, "The Role of Adult Education in Community Education".In a witty after-dinner speech, Eric Thompkins, HM Chief Inspector (Informal Further Education) mischievously pointed out that two years earlier the Institute had described in some detail the role of community education in adult education in its submission to the SED on the Alexander Report. [Thompkins 1978] There were good reasons for this insecurity. The Institute was in a Godot-like situation, waiting for the arrival of the Scottish Council for Community Education and wondering whether the appearance of the new Council would coincide with the disappearance of the Institute in a merger with the much larger Scottish Community Education Centre. The Institute's own identity problems coincided with a more general crisis in non-vocational adult education in Scotland as enrolments declined in response to steep increases in student fees. Two articles by John Horobin in the **Scottish Journal of Adult Education** documented this decline. They showed a "massive decline" in 1976-77 of some 75,000 - 80,000 class enrolments with a further decline of some 20,000 in 1980 - 81. By 1981, total enrolments were around 140,000, some 100,000 below the peak figures of 1974 - 76. [Horobin 1980 and 1983]

All was not doom and gloom, however. In his opening remarks to the 1978 Annual Conference, Andrew Lockhart argued that the Institute should not wait for the appearance of the new Council but should take

initiatives of its own. Conference agreed, and the meeting of Council that followed agreed to establish a number of sub-groups - on the Sciences and Adult Education, Adult Education Training, Women and Education, Adult Education and the Arts and a joint working group with the Scottish Trades Union Congress. All these groups did important work with limited resources and showed the strength of the Institute - the commitment and expertise of its membership. Perhaps the most significant for the future, however, was the group on Women and Education. This reflected the growing strength of the women's movement in Scotland at this time and led to a series of conferences and publications on the theme of women's studies and education for women. It also led to an increasing number of women becoming involved in the policy-making structure of the Institute. In March 1979, the Institute held a joint conference in Edinburgh with the Equal Opportunities Commission on the theme "Women, Education and Training". This identified many of the problems faced by women returning to education and called for an Education Advisory Service for adults, for a clearinghouse to collate information about programmes for women in Scotland, for research studies about women in post-school education and for more flexible open-learning provision in Scotland.

The Growth of the Institute Agencies

1979 saw the winding down of the Scottish Adult Literacy Agency and the retiral of its Director, Ethel Gray, to be replaced by the smaller Scottish Adult Literacy Unit with Bernard (Pablo) Foster as Unit Field Officer and Elspeth Johnson as Projects Officer. Ethel Gray had spent a lifetime in Scottish education, latterly as Principal of Craigie College of Education in Ayr before becoming involved in literacy work. She brought a sharp mind and an insider's knowledge of the system to her literacy work and was a powerful advocate for all forms of adult learning. Her involvement with the Institute continued after her retirement culminating in her becoming its first woman President. SCALU had a life of only one year and was then replaced by the Scottish Adult Basic Education Unit with Pablo Foster as Director. Meanwhile in Glasgow, Kathleen Grieve continued to organise the Scottish Telephone Referral Service with a dedicated band of volunteers, taking in her stride a move to new premises in Bath Street

(after the ceiling in Woodside Terrace had literally fallen in), a broadening of the activities of the Service and growing independence from the ALSSF in London. The Institute's sponsorship of agencies concerned with adult literary/basic education and telephone referral has been well documented elsewhere but it is worth noting here the extent to which it absorbed the limited staff resources of the Institute, particularly the time of its Director. At the same time, the finances of the Institute were precarious and its future felt to be uncertain enough to make it very difficult to disentangle itself from its commitments in these areas.

The uncertain nature of the Institute's role was emphasised with the establishment of the Scottish Council for Community Education in January 1979.Its remit was "to advise the Secretary of State on matters relating to community education; to promote the development of community education; and to further co-operation amongst the statutory and voluntary agencies concerned". The Chairman of the new Council was Sir Fraser Noble, Principal of Aberdeen University, and its twenty three members included a number of people with strong connections with the Institute - Norman Dees (Glasgow University), Elisabeth Gerver (Queen Margaret College), Ethel Gray (Director, SCALA), Bob Lochrie (WEA) and George Bain (Strathclyde Region). Most of the members of the new Council, however, had little direct experience of adult education and its agenda tended to focus on youth and community work, now rewrit as community education.

The Institute's Annual Conference in June 1979 was held at Stirling University on the theme "Towards a Post-Industrial Society". The keynote speaker, Santosh Mukherjee of Oxford University, gave a stimulating presentation of the challenges to adult education presented by changing work patterns, a shorter working life and increasing leisure (some of it enforced in the form of unemployment). A cautionary note was sounded by Geoffrey Drought, Depute Director of Education for Tayside Region and Chairman of SCALU. He reminded the Conference of the nature of the local government political and administrative machine where the Chief Executive and Chair of Policy and Resources might never have heard of "recurrent education" or "paid educational

leave" let alone recognise them as having a high place on any political agenda.

The retiral of Tom Landsborough as President of the Institute in February 1980 marked the end of an era. Tom, who had been Director of Education for Sutherland and then Clackmannanshire, had served as Honorary Secretary of the Institute from 1957 to 1975 and then as Chairman of the Executive and President. He was involved with a wide variety of other adult education committees both at home and abroad and took a particular interest in broadcasting. Tom had a couthy turn of phrase and an encyclopaedic knowledge of the in-and-outs of Scottish local authorities. He continued to serve the Institute by chairing the steering group that drafted the policy statement that led up to the "Our Right to Learn" campaign and was honoured by being made a life member for service to adult education in Scotland

As the work of the Institute and its associated agencies continued to i reat pressures were placed on staff. The Annual Report for 1980 - 81 described how, "the work of the Institute and its agencies has extended greatly... but it is becoming increasingly apparent that too broad a range of activities is being developed on too narrow an administrative base". In January 1980, the Scottish Telephone Referral Service moved from 212, Bath Street to premises owned by SCET at Dowanhill and changed its name to Network. This move was accompanied by a change in the funding package with funding from MSC, SABEU, SED and Strathclyde Region and by 1st April 1980 Network began to operate on a semi autonomous basis.

Changes were also taking place in the field of literacy and basic education. The Scottish Adult Basic Education Unit was established on 1st April 1980 with Geoffrey Drought of Tayside Region as Chairman and Bernard (Pablo) Foster as Director. The Unit was established for a three year period and began to build up staff, appointing Anne Docherty as Assistant Director, Chris Cherry as Field Officer and Brendon Donovan as Resources Officer. The year saw a steady growth in staffing in the Institute agencies, but not in the Institute itself. The Institute staff consisted of one full-time Director and three part-time secretarial/finance staff compared with four full-time and one part-

time worker at SABEU and the same number at Network. Even this underestimated the position, as a good deal of Vernon Smith's time as Director was occupied with SABEU and Network matters and there were fears that the Institute's ability to serve the needs of its membership and to promote the cause of adult education generally in Scotland was being affected.

Relationships with the Scottish Council for Community Education were slowly established in this period. The Council sponsored some Institute activities such as the report of the Institute's annual conference in June 1980 on the theme "Broadcasting, Education and the Community" and a national seminar on "Women Returners " held in Glasgow in February 1981. The annual conference in June 1980 heralded the arrival of Channel 4 which was hailed for its educational potential. The titles of contributors' talks revealed a certain degree of schizophrenia between the "quality" end of the market:- "What is the Educational Role of the Press?" (by the Editor of **The Scotsman**), "Adult Education and the Fourth Channel" etc. and the "tabloid" end "The Tranny, the Telly and the Tabloid" (Pablo Foster of SABEU) and "Who Shot J.R.?" (John Brown of the Scottish Film Council).

Our Right to Learn Campaign

The second half of 1980 saw major initiatives being launched by the Institute.The Council meeting following the annual conference in June 1980 had agreed to take "a major initiative to stimulate a national debate on the need for policy decisions relating to education for adults". Representatives were invited to a meeting at Strathclyde University on 7th October 1980. The objectives were:-

1. To draft a manifesto;

2. To recruit prominent people willing to support a national campaign;

3. To promote a major public debate;

4. To organise an all-party political campaign.

This was the beginning of the "Our Right to Learn" Campaign which had its origins in the reduction in public spending on non-vocational adult education and the absence of any clear national policy on the direction adult education should be taking in Scotland.

At the same time, a series of meetings on adult education finance in Scotland were convened by the Institute for organisations in receipt of grant aid from the Scottish Education Department.These discussed problems arising from the operation of SED grant-aiding procedure, the effects and implications of cuts in local authority spending on adult education and possible alternative funding arrangements for the longer term future. This led to a meeting between the group and the Scottish Education Department in November 1980 but nothing of any great significance emerged from this meeting, the Department arguing that its commitment was to community education and refusing to commit itself to a separate or earmarked budget for adult education activities.

Other developments of considerable long term significance emerged from a meeting of office-bearers in October 1980 that agreed to appoint an Honorary Research Secretary and a Honorary International Secretary. I was appointed to the first post and began to establish contact with organisations such as the Scottish Educational Research Association, the Scottish Council for Research in Education and the National Institute of Adult Education in England and Wales.This paved the way for the Institute's involvement in research work in the second half of the 1980s.

John Horobin of St Andrews University was appointed to the post of International Secretary, in which he showed outstanding success.He established close links with the British Council which provided invaluable financial support for the Institute in international activities.Thanks to John's energy and his considerable diplomatic skills, Scotland gained a much higher profile in international adult education circles and by June 1983 the Institute was able to host a major international conference on adult basic education at St Andrews, University with support from the European Bureau of Adult Education and SABEU.

The campaigning work for adult education built up during 1981.A working group convened by Tom Landsborough put together a policy statement eventually entitled "Our Right to Learn" and this was the theme of the annual conference held in June 1981 in Aberdeen.Ray Burnett, a community education worker, summed up one of the main problems of the campaign in his conference report for the Journal when he pointed out the disagreements amongst those present on "the whole vexed question of what adult education should be all about" and its uneasy relationship with the old youth and community service under the banner of community education. The campaign was officially launched in October 1981 at a meeting in the King James Hotel, Edinburgh with Sir Kenneth Alexander in the Chair and a range of people prominent in public life on the platform.The objectives of the campaign had now crystallised out as raising public awareness about the education of adults and calling for new legislation and a comprehensive national policy on adult education for all.

The campaign owed a good deal to the energy and know-how of two members of the WEA - Bob Lochrie who was Chairman of the Executive Committee, and James Inglis, who was President.They succeeded in persuading the Institute to adopt a much higher political profile than ever before and to campaign for adult education in a way that had not been done before in Scotland.There were problems in this approach however.The Institute was funded primarily by grant from the Scottish Education Department and from local authorities, both of whom felt themselves under some criticism as a result of the campaign.Linden West, Chairman of the Campaign, pointed out two other weaknesses - firstly a lack of clarity in its objectives and secondly the relatively low level of commitment it was able to call on from members.[West 1982] The Campaign was also hampered by the existence of parallel campaigns run by the STUC under the title "The Right to Learn" and by a similar campaign run by the Open University Students' Association. Dismissed by its critics as "Our Right to Teach", the campaign nonetheless involved adult educators in trying to define more precisely what they were about and in engaging in dialogue with politicians and pressure groups, which could only prove helpful in the long run .

In September 1981 Norman Dees retired as Professor of Adult Education in the University of Glasgow having variously served the Institute as President, Chairman of the Executive and Honorary Treasurer over many years.Norman had been a highly articulate, not to say pugnacious, champion of adult education in many areas.He was honoured by being made an Honorary Life Member of the Institute.His replacement at Glasgow was Britain's first woman Professor of Adult Education, Lalage Bown, who continued the Glasgow tradition of taking an active role in Institute affairs.

Financial Retrenchment

By November 1981, the Institute was facing its own financial crisis. When Eileen Palmer, its Information Assistant, resigned in November it could not afford to replace her and by January 1982 it was decided to see out the remainder of the financial year with effectively a part-time Director [55%], a part-time Finance Officer [25%] and a part-time Secretary [46%].By dint of these drastic measure and by appeals to local authorities and the SED for additional funds, it was able to convert the accumulated deficit of £3568 for 1980 - 81 into a surplus of £2,238 for 1981-82.This was largely due to income from the Institute's agencies:- Network which contributed £9,765 in 1981 - 82, SABEU which contributed £10,197 and an increase in the SED grant from £13,254 in 1980 - 81 to £17,800 in 1981 - 82.The local authority contribution to the Institute remained fairly constant at around £9,500.Total expenditure on the Institute in 1981 - 82 was £52,500 compared with £125,500 for SABEU and £51,000 for Network in the same period.

In spite of these problems, the Institute kept diversifying in new directions. The annual conference, held in June 1982 at Jordanhill College of Education, was on the theme "The Arts, Adult Education and the Community". This offered active workshops in fields such as dance, drama, music, puppetry, video, visual arts and creative writing as well as contributions by unemployed people on the role community arts had played in developing their creative talents. Other activities included a stimulating conference on the theme "Education for Older People" held in Glasgow in January 1982 in conjunction with Age Concern,

Scotland. The "Our Right to Learn" Campaign continued in 1982 and 1983 with Lalage Bown of Glasgow University replacing Linden West as Chairperson of the Campaign. However, it continued to prove difficult to mobilise public support for adult education in the way that support could be enlisted against school closures.

Publications

A steady stream of publications continued to appear during these years. A new "Handbook of Adult Education" designed as a guide to education and training opportunities for adults in Scotland was published in March 1981. It was produced by two joint editors, John Horobin of St Andrews University and Valerie Wilson of Edinburgh University on an honorary basis and once again showed the kind of voluntary commitment the Institute could expect from its members. The **Scottish Journal of Adult Education** continued to be published twice yearly, with Anthony Cooke of Dundee University as Editor and from 1981 Valerie Wilson as Assistant Editor. It contained articles on a wide variety of topics, conference reports, book reviews and notes and news. Its aims included a commitment to record good practice and disseminate information on new developments in its articles and it provides the major source for the development of adult education in Scotland during these years.

Valerie Wilson's name continues to crop up regularly in connection with publications at this time. She edited "Second Chance for Women: a Guide to Educational Opportunities in Scotland" which was aimed at the general public, and "Recent Developments in New Opportunities for Women in Scotland" a series of short articles dealing with various aspects of educational provision for women. Both these publications received financial support from the Scottish Council for Community Education. Another new publishing venture was "Mirror on Rural Scotland" - initiated in January 1982 by SIAE in conjunction with Tayside Region Education Department. This was a free newsletter designed to appear on a quarterly basis and rather grandly proclaimed that it was "not intended as an outlet for adult education theorists but as an experiment in self-help for people working within different agencies within rural Scotland".

A new development in 1983 was the appearance of a Scottish Adult Education Research Monographs Series published jointly by the Universities Council for Adult and Continuing Education (Scotland) and SIAE. This arose out of the activities of the Research Group and aimed to publish short reports summarising research projects being carried out in Scotland. Four titles appeared in 1983 based on research projects carried out at Strathclyde and Glasgow Universities - Continuing Education in Strathclyde Region, Mature Students in Higher and Further Education in Strathclyde Region, the Educational Needs of Long-term Unemployed Adults and Paid Educational Leave in Scotland.

Towards the end of Vernon Smith's period as Director, a great deal of energy was expended in disentangling the Institute from the two agencies it had fostered - SABEU and Network. Both agencies had grown considerably larger than their host and the SED felt that SCEC was a more appropriate base for SABEU than the Institute. At the begining of 1983, SABEU transferred to the Scottish Community Education Council which had been established in April 1982. The Glasgow - based Network was moving towards autonomy as Network Scotland Ltd and Michael Russell was appointed as Director of Network in August 1983. As part of the general game of musical chairs, the Institute moved premises in 1983, to Rutland Square and in September 1983 Vernon Smith resigned as Director and moved south to England. Bill Hutchison, the Hon Treasurer, acted as Interim Director for two months. In November 1983, Elisabeth Gerver, formerly the Chairman of the Executive Committee and a lecturer in Communications at Queen Margaret College, took up the post of Director.

One measure of the way in which the Institute and adult education had changed in the years of Vernon's directorship can be seen from the composition of the Executive Committee in October 1983. It consisted of Sir Kenneth Alexander (Stirling University) as President; Alex Inglis (EIS) Chairman; Iain Macdonald, [Scottish Co-operative Education Association]; Vice-Chairman; Bill Hutchison [Glasgow University, Treasurer, Anthony Cooke (Dundee University), Editor and John Horobin (St Andrews University) International Secretary. The other members of the Committee were Neil Barnes (NIACE), Lalage Bown (Glasgow University), Gerry Cairns (Lothian Region), Anna Docherty

(Central Region), Anne Docherty (individual member), Allan Forsyth (SCEC), Tony Graham (Edinburgh University Settlement), James Inglis and Margaret Marshall (WEA), Peter Nelson (Strathclyde University) and Valerie Wilson (individual member). Compared with 1978, the members of the 1983 Committee were almost entirely professionals working full-time in some branch of adult learning and included five women amongst their seventeen members, compared with none in 1978.

Vernon's Directorship ended on a high note with the Institute hosting the first major international conference on adult education to be held in Scotland - a conference on "Adult Basic Education" organised with the European Bureau of Adult Education and SABEU and held in St Andrews in June 1983. It owed a great deal to the energies of Vernon and also of Pablo Foster of SABEU and John Horobin, the International Secretary. Vernon had steered the Institute though a difficult period of adjustment when the adult education world was trying to come to grips with the reality of community education in Scotland and had kept the Institute at the forefront of developments in basic education through SABEU and in broadcasting support, educational guidance and open learning through Network. Norman Dees saw Vernon's main contribution to the Institute as "an ability to adapt to the changes brought about by the implementation of the Alexander Report". [Smith 1983]

Sources for Chapter IV

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CHAPTER V
Challenge, Consolidation and Development 1983-1988

Alex Inglis

Dr Elisabeth Gerver took up her appointment as Director of the Institute on 1 November 1983. The President of the Institute, Sir Kenneth Alexander, addressing Council said: I believe the Institute has a worthy successor to Vernon Smith, fully committed to the aims of the Institute and with intellectual qualities and a range of experience which should carry our work successfully forward. I am confident that the new Director, with the support of the staff, office holders and constituent bodies will extend the work and influence of the Institute. Five years on, the Institute and its Director, under the leadership of three outstanding Presidents, Sir Kenneth Alexander, Dr Ethel Gray and Mr David Robertson, had met three major challenges it faced in 1983, notably that of funding in a stringent financial climate, identifying the future role of the Institute in a changing and testing educational scene, and securing the development of the Institute and the services it might properly provide to its members.

To these tasks Elisabeth Gerver, a native of Canada and a graduate of London, Toronto and Dalhousie Universities, brought experience of a wide range of adult and community education activities, including eight years as a lecturer at Queen Margaret College, Edinburgh, a year's secondment directing the Scottish Community Education Microelectronics Project and ten years of work for the Open University. Elisabeth had been an active member of the Institute, chairing its executive committee, and she was a member of the Scottish Community Education Council.

There had been great changes in the Institute during Vernon Smith's tenure as Director and these had to be consolidated and secured, while at the same time enlarging the contribution of the Institute to the whole field of adult and continuing education. The move to its own premises in Rutland Square emphasised the unique and distinctive role of the Institute as a national membership organisation which aimed to advance education amongst adult members of the community and to

coordinate the efforts of organisations, institutions and individuals in attaining that aim. It brought together full-time, part-time and volunteer workers from all the different sectors and levels of adult and continuing education including those interested in adult education activities within community education and those interested in such activities in further and higher education. Belonging to the Institute enabled them to cooperate with one another, to learn from each other and to relate to the outside world as a united body. In 1983 there were 23 corporate members including all the Regional and Island Councils, all but one of the Scottish universities and the three Scottish Districts of the Workers Educational Association. Central institutions, local authority colleges and other providers of adult and continuing education were among some 30 associate members and there were 32 individual members.

The staff in November 1983 consisted of the director, an administrative assistant, a part-time finance officer and a part-time secretary. The budgeted expenditure for the financial year 1983/84 came to just under £57,000 including an unavoidable deficit of £3735 due to the considerable reorganisation consequent on the departure to the Scottish Community Education Council of the Scottish Adult Basic Education Unit and the imminent independence of Network.

During 1984 it had become clear that the future healthy development of the Institute would depend on its focusing on activities which its Council decided had the highest priority, rather than trying to respond to all of the many needs which existed at that time. In particular a major need for more substantial and properly researched information about current activities and patterns in adult and continuing education in Scotland had emerged during the review of the impact of the Alexander Report, in all of the Institute's international activities and in the call by the "Our Right to Learn" Campaign Committee for a congress of adult educators in Scotland. Meeting in November 1984, Council therefore decided that the Institute should try as far as possible to answer the need for concrete information about adult and continuing education in Scotland, while sustaining its services for members and raising the profile of adult education generally. In order to do this it was necessary to rationalise the activities then being

undertaken, concentrating support on committees such as Training, Publications and Research, Conference Planning and the work of the International Secretary.

Raising the Public Profile

The "Our Right to Learn" Campaign, launched in October 1981 had made an important impact, raising the profile of adult education in Scotland. It had increased public consciousness of the need for legislation to such an extent that it was an item on the agenda of many national bodies and had received attention from Members of Parliament of all parties. It had also generated a substantial amount of local interest and received a great deal of international attention. From the beginning, however, it was clear that the amount and kind of activity that the campaign would generate could not be sustained by the Institute itself and that it would have to be self-supporting. By the middle of 1984 the campaign had exhausted its funds and the costs of meetings and other activities were being met by the Institute, a situation which could not be sustained for any length of time. The campaign committee was therefore disbanded in November 1984 with the assurance that a sub-committee to promote adult education in Scotland could be set up when the Institute had acquired substantial and properly researched information.

Services to members had been enhanced to include most of the proposals contained in the paper "Services of the Scottish Institute of Adult Education" which followed a comprehensive review of the structure of the Institute in 1983. A start had also been made to raising the public profile of the Institute. 1984 saw the publication of "Radicals and Respectables - The Adult Education Experience in Scotland" by Ian Bryant, the first historical notes of adult education in Scotland from its beginnings in the early 18th century. It included extracts from key documents and covered important developments up to the present day. A number of other publications were in the pipeline, including a history of Network by Vernon Smith and "Alexander Ten Years On". The Journal had been strengthened and there were discussions with Network and the Scottish Community Education Council to try and find ways of

collaborating on future developments in the publication of additional information on adult education.

Raising the public profile also included the presentation of events which attracted both members of the Institute and a wider public. As well as mounting the largest ever annual conference at Stirling in June 1984, the Institute had staged an Open Day and took an extensive part in the preparation and presentation of a seminar on the adult education dimension of community education in Scotland, which took place at the Open University in Milton Keynes. Plans were well developed for a collaborative seminar on women and computing to be mounted in 1985 and a start had been made on proposals for a seminar on the government's "Action Plan" for the restructuring of non-advanced further education. The training sessions regularly given by members of the Training Committee had also contributed significantly to raising the public profile of the Institute, as had a rapid and encouraging expansion in the Institute's international activities. Proposals were in hand for the establishment of working links with the Atlantic Region of Canada and the level of contributions to European Conferences and seminars, as well as to the steering committee of the European Bureau of Adult Education, had increased significantly. Arrangements had also been made for a number of working visits by adult educators from abroad.

During 1983-84 the Institute was represented by its members or its staff on 22 different bodies, most of them within Scotland. The close working relationship with the Scottish Community Education Council was of particular benefit and included a number of useful meetings of a joint liaison group as well as Institute representation on the Adult Basic Education Advisory Committee and the Technology and Communications Group.

As part of its plan for providing more efficient and effective services to members, the Institute in March 1984 installed a complete computer system, thanks to a capital grant from the Scottish Education Department. The programs provided word processing and an information database with provision for an accounting package at a later stage.

One of the most important developments in open learning in Scotland in 1984-85 was the establishment of Network Scotland Limited as an autonomous organisation on April 24 1984. The new company had as members BBC Scotland, the Independent Broadcasting Authority, the Scottish Council for Educational Technology and the Scottish Community Education Council. Strathclyde Regional Council, the Scottish Health Education Group and the Institute also nominated members to the Board. The Convener of the Executive Committee of the Institute was asked to serve as independent chairman of the new company and the Director represented the Institute on the Board. The Executive Director of Network was coopted to the Executive Committee of the Institute to complete the strong links which were to be maintained between the two organisations.

Thanks to the voluntary contribution of time by its members, the increasingly self-generated income from project work, sales of publications, rental of rooms and equipment, the sale of services to other bodies and careful housekeeping, the Institute was in 1985 a much more financially viable organisation.

Research Into Provision and Need

During that year the Institute formulated three main questions which it wished to address by investigating provision and need in several areas in Scotland:

(1) What provision, formal and informal, exists for adult education within each area?

(2) How knowledgeable are adults in each area about the educational opportunities which exist?

(3) What do adults in each area perceive as their educational needs?

The possibility of undertaking research during 1986-87 to answer these questions was discussed with the Scottish Education Department and received an encouraging response, while in March 1985 the Department had identified "demand by mature students and adults generally for

further and higher education" as an area for possible research in the years beyond 1985-86.

The Institute had also been concerned about the apparent lack of funds from central government for new developments in adult and continuing education in Scotland. In particular, there appeared to be no Scottish equivalent to the development funds made available to the Unit for the Development of Adult Continuing Education in England and Wales and there was no provision in Scotland for adequate investigation into the provision of educational advisory services for adults. There was also no Scottish equivalent of government funding made available for educational work with unemployed adults under the "REPLAN" scheme in England and Wales. The Institute therefore decided in February 1985 to investigate further the funding then made available for development in adult and continuing education throughout the United Kingdom.

The final meeting of the Adult Basic Education Committee (Scottish Community Education Council), on which the Institute had three representatives, made a forceful and well argued recommendation to the Council for the continuation of adult basic education work after March 1986 when the remit of the Scottish Adult Basic Education Unit ended. Future arrangements would be in the hands of a newly formed Council.

SIACE

On 15 November 1985 the Institute's Council agreed to amend its name to the Scottish Institute of Adult and Continuing Education, in recognition of the increasing importance of continuing education, both in the wider educational community and within the Institute itself. During 1985-86 the Institute's commitment to continuing education had included submitting detailed responses to the Green Paper on higher education and to the Scottish Tertiary Education Advisory Council's report; presenting a conference on the new National Certificate for non-advanced further education; preparing conferences on access by mature students to higher education, and on opportunities for women's education in Scotland, supported by an information booklet; preparing a

new edition of a guide to adult and continuing education in Scotland; publishing an issue of the Scottish Journal of Adult Education devoted to training; and supporting proposals for research into mature students in full-time and part-time higher education.

1986 saw the Institute at an encouraging and healthy stage of its development. Membership had increased significantly; the financial picture was brighter than it had been for a number of years; and the Institute had been able to initiate developments in a number of important areas, despite the lack of central government funding for adult education development in Scotland as a whole.

The Institute had also been able, in collaboration with the Unit for the Development of Adult Continuing Education in England and Wales and with a grant from the Scottish Committee on Open Learning, to undertake a consultation about adult educational guidance in Scotland. This was followed by a request from the Unit to collaborate in a successful joint tender for a Manpower Services Commission contract for a major research project "Advice and Guidance to Individuals".

In addition to the annual conference on "New Methods in Adult Education" the Institute organised three conferences in 1986. One considered the impact on adults of the 16+ Action Plan; one dealt with the role of libraries in independent learning; and the other explored educational opportunities for older adults. Three new publications were produced: Vernon Smith's "Network: A History of the Scottish Telephone Referral Service"; "Lights in the Darkness" a joint work of the Scottish Library Association and the Institute; and "Adult Education in Canada: A Directory of Scottish Interests" funded by the Canadian High Commission. The Scottish Journal of Adult Education under its new editor Valerie Wilson appeared twice in 1985-86. The Institute was represented at nine international events and welcomed many international visitors to Scotland including a group of adult educators from Berlin and a group of senior Canadian educational administrators. The Director was elected vice-president of the European Bureau of Adult Education and acted as rapporteur-general for the International Council of Adult Education at its world assembly in Buenos Aires.

It was with deep regret that the Institute learned of the death, in June 1986, of Tom Landsborough, its first Honorary Fellow, who had become Honorary Secretary and Treasurer of the Institute in 1958. The Tom Landsborough Memorial Fund was established by the Institute as an appropriate way of commemorating his long and valuable service to adult education in Scotland.

Policy and Funding

The most important concern for the Institute during 1986-87 was the need for a coherent Scottish policy for adult and continuing education, formulated on adequate evidence and well-funded. To further this aim the Council established a working group to draw up proposals for the way in which the Institute could most effectively promote adult learning in Scotland over the next five years. At a meeting with officials of the Scottish Education Department in April 1987 the Institute strongly urged the need for a coherent policy for adult and continuing education, in the light of changing demographic trends, developments in information technology and the substantial and growing role of the Manpower Services Commission. The Institute also argued the case for improved Scottish Education Department funding for development, for dissemination of the results of good practice, for the provision of adult educational guidance and for strengthened training for adult educators. While, since that meeting, no additional funding has become available, there has nevertheless been an increase in funding for development projects for dissemination and for training for adult educators.

During the same year the Institute had begun to play a larger role in promoting understanding of the whole picture of adult and continuing education in Scotland by undertaking externally funded research in areas in which basic information was badly lacking, particularly guidance for adults about education, training, and budgets for adult education. It had developed further, in conjunction with the Danish Cultural Institute, a major three year project to produce a comparative study of adult and continuing education in Scotland and Denmark. A new edition of the Scottish Handbook of Adult and Continuing Education (edited by John Horobin, Isabel Mather and Valerie Wilson),

an invaluable reference book describing the provision of formal and informal education and training for adults in Scotland, had also been published.

Throughout 1986-87 provision and guidance for mature students in formal education had been emphasised with Institute conferences on mature students in higher education and the assessment of prior learning, a series of consultations on educational guidance in Scotland, the publication of a new research study and a conference report on mature students in higher education, and a report on adult access to the new SCOTVEC National Certificate. The Institute was also concerned to find more effective ways of addressing educational issues involved in responding to the very high levels of unemployment in Scotland. The commitment to improving opportunities for women was marked by the establishment of a new standing committee on Women and Education, a seminar on learning opportunities for women and two new publications. International activities continued at a high level with sponsorship from the British Council, the English Speaking Union, the Kellog Foundation and the Scottish Education Department.

In keeping with national trends, the balance of funding for the Institute in recent years has shifted dramatically from primary reliance on core funding from central and local government to increased reliance on self-generated income. Nevertheless 1987-88 was a year of flourishing development and growth for the Institute. Work in the two areas of adult access and women and education has been initiated and developed in the context of a new strategic plan for the medium term to 1992.

Over the five years to April 1988 membership had all but doubled, having risen in all categories. The Scottish Development Agency, the Scottish Council for Educational Technology, the Scottish Vocational Education Council, Network Scotland Ltd, the Glasgow College of Technology, Queen Margaret College and Jordanhill College of Education had all become Corporate members, taking the total to 30. Associate membership had been widened and opened to organisations in the private sector which met appropriate criteria established by the Executive Committee. Many more colleges and the remaining university had joined to make a total of 61 in this category. Individual

membership had continued to grow to a new peak of 74. The staff had grown over the five years to include a development officer, two administrative assistants, a secretary and a half-time finance officer together with a number of temporary researchers.

Financially the Institute had ended 1987-88 successfully with a 43% increase in income over the previous year, a small surplus of £212 and expenditure well under control at just under £110,000. The budgeted expenditure for the financial year ending 31 March 1989 was some £149,000.

During 1987-88 the Institute held ten national conferences, seminars and training events, conducted seven externally funded research projects and produced seven new publications. It also introduced a quarterly newsletter in an attractive and eye-catching format and continued to publish the twice yearly Scottish Journal of Adult Education.

Another highly successful development came in the form of a joint residential seminar with the National Institute of Adult Continuing Education (England and Wales) on "Open Learning: Breaking down the Barriers" held in September 1988 at the University of Durham. The first joint meeting of Executive Committee members from both Institutes present at the seminar helped cement the already excellent relations between the two bodies.

A Four Year Strategic Plan

Over the year the Institute had further developed its policies in areas crucial to the future of adult and continuing education in Scotland. It had also conducted a major review of its internal policies and structures and, after widespread consultation, agreed a four year strategic plan to cover the years 1988 to 1992. In November 1987 Council agreed to seek substantially increased external funding for developmental projects in the two main priority areas: (a) adult access to education and training and (b) women and education. Within both of these areas external funding would be sought for projects - including conferences, seminars, training workshops, research and publications - which fulfilled at least one of the following purposes:

(a) increase awareness amongst non-users and non-providers of the benefits of adult learning;

(b) improve collaboration amongst the agencies involved at national, regional and local levels;

(c) conduct research in areas in which basic information was lacking;

(d) develop and promote good practice;

(e) disseminate information about the state of adult and continuing education.

The final outcome of projects would normally be to offer well-founded advice, based on evidence and consultation, to central and local government and to education and training institutions about the future development of adult learning. The Institute would also present a national overview to stimulate thought and development throughout Scotland. It would try to identify the learning opportunities which should exist both nationally and locally and it would consider how providers could become more responsive to the felt needs of consumers. It would also increase its own members' awareness of its purposes and methods.

In order to implement the plan Council agreed to a major restructuring of the Institute's committees and to the appointment of a development officer and a secretary. Steering groups were established to oversee the development of policy and activities in the two priority areas of adult access and women and education, while a third steering group on innovation and change was set up to advise on key issues requiring experimental and creative solutions. Standing committees continued to oversee publications and research and to plan the annual conference. Committees on training, guidance and international affairs were reluctantly disbanded in order to make the new structure possible.

The most important concern in external policy continued to be the need for a coherent policy for adult and continuing education, founded on secure evidence and adequately funded. In pursuit of this goal, the Institute, in conjunction with the University of Glasgow, developed the

first map of adult and continuing education provision in Scotland and made a preliminary survey of the extent of public funding for such provision. The results of this research were presented to a meeting at the Scottish Education Department in September 1987 and a consultation amongst the major funding and providing agencies in Scotland was held in March 1988. Both events were marked by the Department's pronounced emphasis on vocationally relevant adult education and its rejection of the case for coherent national planning and for making available annually updated information about funding for adult and continuing education in Scotland.

The Institute therefore undertook itself to provide information and analysis about the field through consultations, research, publications and conferences. It had established a considerable body of evidence about the need for more effective provision of adult educational guidance, mounted an investigation into the policies and practices involved in admitting adults to schools and begun the first Scottish review of gender and education. The Institute did not pretend that such investigations fulfilled the need for comprehensive, secure and relevant evidence on which to base the future development of policy, nor did it believe that the evidence, even when available, would necessarily inform public policy making. Nevertheless, the picture of adult and continuing education in Scotland in 1988 was more precise than it had been in the early 1980s.

The Future

By the end of 1988 the future was promising in a number of ways. There continued to be significant increases in adult participation in education leading to vocationally relevant qualifications in schools, colleges and universities. In research and development into adult and continuing education the future appeared bright. There were also significant problems. Central government appeared to be more and more reluctant to support the kind of infrastructure essential to the future coherent development of adult and continuing education. Even the idea of public funding as an essential element in such provision appeared to be under threat. Insufficient attention had been given to the implications of moving towards a European single market in 1992 and much more

attention needed to be paid to the needs of the large number of individuals in Scotland who did not participate in any form of adult and continuing education. Many other issues were also clamouring for attention, such as staff appraisal, performance indicators and preparations for international literacy year in 1990.

Meanwhile, new developments were taking place in areas where the Institute had previously held responsibility. In May 1988 the Executive received a very positive account of the strategies and prospects for the future development of Network Scotland Ltd from its retiring Chairman. The organisation had grown substantially and now provided a wide range of information services including the National Aids Helpline; it had sixty staff and a turnover approaching one million pounds. The Executive agreed that the time had now come for the Institute and Network to develop further in their own different ways.

Towards the end of 1988 the Institute joined the Scottish Adult Basic Education Forum set up by the Scottish Community Education Council with the following remit:

(a) to provide a national focus for basic education throughout Scotland;

(b) to act as a national forum for basic education providers, to enable the development of a coherent strategy for literacy, numeracy and other basic skills necessary for life in a modern society;

(c) to advise on the development of projects and initiatives, particularly those of an innovative kind;

(d) to advise on areas of research and development;

(e) to advise on and encourage the provision and development of appropriate resources;

(f) to report publicly through an annual publication to the Scottish Office, the Convention of Scottish Local Authorities and all interested parties.

By the end of 1988 the Institute had consolidated its position and made considerable progress on the many issues which faced adult and continuing education in Scotland. It still had to make a greater impact in many areas, particularly in sustaining efforts to work for new legislation for adult and continuing education. There were fears about the future of Newbattle Abbey College after the proposal by the Secretary of State to withdraw £290,000 of funding. The Institute's two members on the governing body had worked very hard to ensure a future for the college and Alasdair Nicolson had taken on interim chairmanship of the board. A new strategic plan had been drafted, Strathclyde and Lothian regional councils had committed funding for short term courses and Glasgow University was contributing from its endowment fund. The sale of property at Newbattle was being discussed in order to create an endowment fund which would be used to help raise income.

Time and money would be required if the Institute were to work sufficiently closely with local education authorities in the interests of adult learners. During the year, however, Institute plans were already well developed for an ambitious Scotland-wide project linking all the regional councils in events for potential women returners. Insufficient time and staff meant, however, that the Institute had been unable to take up all the places available on the many Scottish bodies dealing with topics such as curriculum development in adult educational guidance and training for adult educators. Advice and information to members, as well as other personal services, could be further improved and a directory of common concerns and interests which would enable members to network more effectively had still to be compiled. But the Institute had never been in a better position to tackle those issues and the major challenge sit faced in its aim to advance education amongst adult members of the community.

Sources for Chapter V

Annual Reports 1984-88

Scottish Journal of Adult Education 1984-88

CONCLUSION

David Robertson

Reading this history of the Institute of Adult and Continuing Education has given me immense pleasure. It has taken me back to my first Institute conference held thirty-one years ago at Dunblane in October 1958. In these days I was a young inexperienced Assistant Director of Education who had recently been given responsibility for further education in Berwickshire.These were the days of 33 education authorities and attendance at the Annual Conference of the Institute was an obligatory piece of in-service training for people in my situation. At that first conference I was to meet a number of people who appear in these pages and who were to become my guides, mentors and friends over the years. Among them was a young Jimmy Inglis, a representative of the WEA, and it was hinted by some, something of an enfant terrible. I greatly admired his oratorical skills. I was to come to appreciate equally his writings and to hear from his former students at Jordanhill College of his outstanding qualities as a teacher. Some years later I was to meet our other two historians, Tony Cooke as a neighbour in Dundee University, and Alex Inglis through the Educational Institute of Scotland.

Scanning these pages reminds me of the comment in one of Shakespeare's sonnets that in "the sessions of sweet silent thought" we "summon up remembrance of things past"; and they cause me to reflect on Sir Percy Nunn's reminder that nothing good enters into the human world except in and through the free activities of individual men and women. These pages record the achievements of many men and women who have sought valiantly to foster and develop the provision of adult education in Scotland. All of who have lived through this period will have our own particular memories. Tom Landsborough stimulated my interest in adult education by the courses he had arranged in Alloa as Director of Education of Clackmannanshire during my teaching days. I attended classes both in order to improve my golf swing and to become a more effective rapid reader. Later it was the same Tom Landsborough who organised management courses for young educational administrators at Newbattle Abbey. I first met W D Ritchie when he came to give illustrated lectures about the Borders Burghs in a west

Berwickshire rural school Pyatshaw near Lauder. The roll of the evening class was invariably larger than the daytime roll of the school. W D was later to become a kind of grandfather figure to me when I succeeded him at one remove as Director of Education of Selkirkshire in 1965. This was a marvellous experience because W D was one of the first crop of Directors of Education appointed in 1918 and he was able to give me a complete resume of the history of educational administration in Scotland from the Education (Scotland) Act 1918 onwards. Other close colleagues appear in this fascinating chronicle. Jimmy Collins, Director of Education of Dundee from the mid forties to the mid sixties, was a pioneer in further and adult education; and my younger colleagues, Geoffrey Drought and Andrew Lockhart, both now Directors of Education in the Anglo-Welsh peninsula, took a prominent part in the work of the Institute and encouraged me at the time to take a back seat in adult education and see my role as a supporter of their bright ideas. In my early days in the Institute it was the menfolk who showed me the ropes; latterly it has been charmers like Ethel Gray, Elisabeth Gerver, Lalage Bown and Judith George who will be among my souvenirs.

The great thing about the Scottish Institute is the opportunity it provides for the meeting of minds from all parts of the educational service. There are very different perspectives on the way and purpose of adult education in University extra mural departments, in local authorities and in voluntary organisations be they townswomens' guilds, the WEA, or the WRI. As well as describing the personalities and the institutions, this history also recalls the issues discussed. Jimmy Inglis helpfully reminds us of the major conflict about adult education provision in the immediate post-war period. Was it to be as Sir Hector Hetherington suggested "the liberal education of a self-chosen elite" or should adult education be as W D Ritchie would have had it "the right of the many rather than the privilege of the few". A somewhat similar debate was going on about secondary education at the same time.

How adult education was delivered varied from institution to institution and from organisation to organisation. Extra-mural courses in Glasgow University were significantly different from extra-mural

provision in Edinburgh and the east coast. These differences were frequently historical but sometimes they derived from the different training, experience or values of the providers. This history describes admirably the problems, the challenges and the achievements of adult education in post-war Scotland. The significance and importance of residential education for adults was an issue which had been given prominence during the war by the influential booklets of Sir Richard Livingstone. One of them 'The Future in Education' described the achievements and success of residential adult education in the Danish Folk High Schools. They were to influence and encourage the opening of Newbattle Abbey College in the 1950's. There were building programmes in the sixties and seventies of youth and community centres and school wings for informal further and community education.

Yet, adult education was then, and frequently still is, described as a Cinderella service. Perhaps this was because it never achieved a single individual identity. It had a relationship with further education, with youth and community service, with the universities and the higher education sector and with the voluntary organisations. Yet a conflict persisted about whether adult education should always be liberal and general or whether vocational, scientific and technical aspects were part of it. Perhaps the problem has been that adults and the educational needs of adults are so diverse, that the concept of adult education can never be grasped as a single, simple entity.

There was a great blossoming of further education colleges in the sixties. The Alexander Report suggested new priorities - young mothers, the elderly, the handicapped, prisoners and immigrants. Significantly there was no reference to the unemployed. There was a growing interest in traditional Scottish culture, and in the vocational aspects of adult education like shop steward training and enterprise for potential employers. It is interesting to read in this history of the reactions of the membership of the Institute to these new initiatives.

Over the years Scottish adult educators have wisely sought to see themselves as others see them. Institute conferences have always included visitors from England and Wales, notably from our sister organisation the National Institute of Adult and Continuing Education.

Increasingly in recent years there have been closer contacts with adult educators from Europe and overseas. This has been helpful in tackling the old problem of the Institute's identity; helpful, too, in formulating new policies. There has been a growing recognition that as a national membership body for adult and continuing education we are at the centre of a large and complex network of providers with a great number of different aims and objectives.

This history of the Institute provides an invaluable assessment of its way and purpose. When Scott Moncrieff came to translate into English the title of Marcel Proust's great book 'A la Recherche Du Temps Perdu' he used the Shakespearean quotation 'Remembrance of Things Past..' Proust didn't like this. The phrase didn't, in his view, reflect the spirit of what the French title intended. It didn't emphasise the concept of research, it didn't suggest that the time which had been lost had been found again and put to new use. This history affords to the members of the Scottish Institute of Adult and Continuing Education an opportunity not only to reflect on and to evaluate their past, but also to derive from that past a wide range of different possibilities for the Institute's role in the future. New themes are under discussion like access to adult education, guidance, gender, multiculturalism, appraisal and performance indicators. As Dr Elisabeth Gerver has indicated in her introduction, the opportunities for development in adult education in this age of burgeoning new technology are boundless and are there to be exploited. We are grateful to James Inglis, Anthony Cooke and Alex Inglis for having given us the opportunity to savour the years that are gone and help us turn our thoughts to the years ahead.

APPENDIX A

Members of SIAE Council, 1949

Mr G Adams	Glasgow
Mr W H Bell	New Stevenson, Lanarkshire
Councillor Brechin	Edinburgh
Mr J D Collins	Director of Education, Dundee
Mr J Crawford	Director of Education, Renfrewshire
Rev D Dick	B.D., Stirling
Bailie A Donald	Glasgow
Mr W Duncan	Dumfries
Dr W S Evans	Glasgow
Professor T Neville George	Glasgow
Mr J Hossack	Edinburgh
Mr J Inglis	Coatbridge
Colonel J Jamieson	Director of Education, Peebleshire
Mr J S McEwan	Director of Education, Lanarkshire
Mr G Middleton	S.T.U.C., Glasgow
Mr J P M Millar	N.C.L.C., Tillicoultry
Councillor T Paterson	Ayr
Mr P Pettigrew	Glasgow
Mr J D Phillips	W.E.A., Edinburgh
Principal Harry Reoch	Dundee Trade College
Dr N T Walker	Aberdeen
Mr T B Work	Peterhead

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APPENDIX B

Members of SIACE Executive Committee, 1988-1989

Mr David Alexander	University of Edinburgh
Mr Martin Axford HMI	SED assessor
Mr Neil Barnes	BBC, London (NIACE representative)
Ms Jean Barr	W.E.A., West of Scotland
Professor Chuck Brown	University of Stirling
Mr A J Cooke	University of Dundee (vice convener)
Dr Judith George	The Open University in Scotland (convener)
Dr Ethel Gray	Individual member
Ms Lesley Hart	University of Strathclyde
Mr Graeme Hely	University of Glasgow (Honorary Editor)
Dr John Horobin	University of St. Andrews (Honorary International Secretary)
Mr Alex Inglis	Individual member
Dr James MacDonald	University of Glasgow
Mr Neil MacKechnie	Highland Regional Council
Mr Peter Nelson	Individual member (Honorary Treasurer)
Mr Alasdair Nicolson	Jordanhill College of Education
Mr David Robertson	Tayside Regional Council (President)